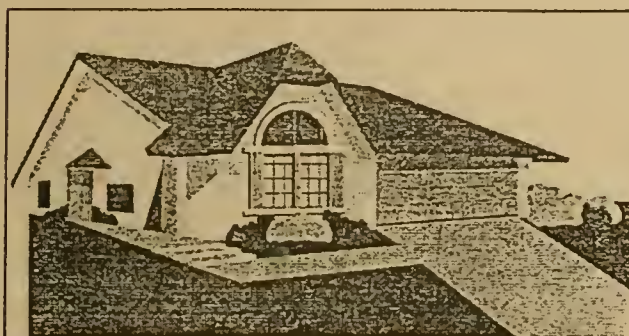


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# THE STATE OF MONTANA 1995 - 1999 CONSOLIDATED PLAN

## VOLUME I

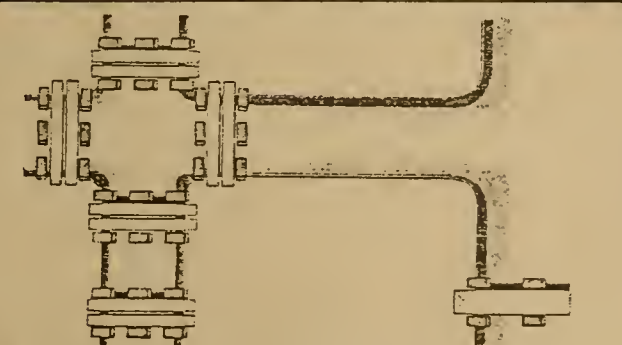
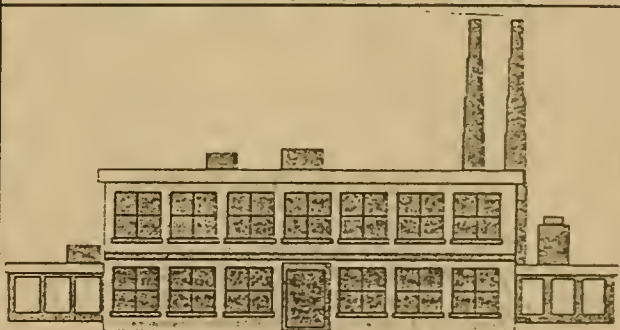
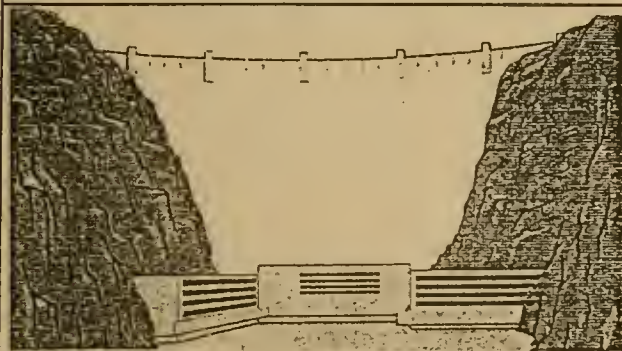
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U.S. DEPARTMENT OF  
HOUSING AND URBAN DEVELOPMENT  
DENVER REGIONAL OFFICE, REGION VIII  
633 17TH ST.  
FIRST INTERSTATE TOWER NORTH  
DENVER, COLORADO 80202-3607

MAR 27 1995

Honorable Marc Racicot  
Governor Montana  
Helena, MT 59620

Dear Governor Racicot:

I am pleased to transmit to you the approval of your 1995 Consolidated Plan. The Community Planning and Development (CPD) grant assistance that is being approved along with the Plan totals \$12,364,000 for Fiscal Year 1995. The State of Montana, will receive the official grant documents in a separate package.

The Department of Housing and Urban Development is committed to working in partnership with you to promote a more comprehensive vision of community development, improve the planning and coordination in the use of these funds and simplify and consolidate the application and reporting requirements. Please join us in this effort to make CPD programs even more effective in improving the quality of life in our communities.

If we may be of further assistance, please feel free to contact me at (303) 672-5414.

Sincerely,

Sharon Jewell  
Acting Director  
Community Planning and Development

Mr. Jon Noel  
Director  
Department of Commerce  
Capitol Station  
Helena, MT 59620

Mr. Newell Anderson  
Administrator, Local Govt  
Assistance Division  
Capitol Station  
Helna, MT 59620

## Comments for Montana Consolidated Plan

### STATE OF MONTANA CONSOLIDATED PLAN COMMENTS

Congratulations once again on the approval of your Plan! Your Plan was completed in a timely fashion and was well done.

You were able to use past studies as well as past CHAS information. However, in many areas new data had to be gathered. It was clear in the Plan how the various State agencies as well as non-profit entities collaborated to gather that data. Hopefully, this will be productive in even closer working relations to implement your Plan. Your staff who compiled the document are to be commended since they had to complete this endeavor while doing their regular assignments.

There was an excellent job done on gathering information on the homeless population. It showed the number of homeless and many of the causes for being homeless. However, the strategy to alleviate homelessness seems to be very limited. While it is recognized that the State must begin development of a strategy for addressing the continuum of care for the homeless, it is waiting for legislation to pass before devising a homeless assistance strategy. Perhaps some immediate actions could begin. The Plan mentioned that shelters had to turn people away due to lack of space. Actions could be taken to increase the size or number of shelters.



**THE STATE OF MONTANA**  
**1995 THROUGH 1999**  
**CONSOLIDATED PLAN**

**FINAL REPORT TO HUD**

Prepared for

Ms. Sharon Haugen  
Montana CPS Coordinator  
Montana Department of Commerce

by

Western Economic Services  
P.O. Box 40642  
Portland, OR 97240-0642  
(503) 228-6325

April 1, 1995



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# **THE MONTANA CONSOLIDATED PLAN FOR FISCAL YEARS 1995-99 EXECUTIVE SUMMARY**

During calendar 1994, the U.S. Department of Housing and Urban Development issued proposed rules relating to the consolidation of several formula grant programs. These are the Community Development Block Grant (CDBG), Home Investment Partnership (HOME), Emergency Shelter Grants (ESG), and Housing Opportunities for People with AIDS (HOPWA) programs. The first three programs apply to Montana. The purpose of the Consolidated Plan Submission (CPS) is to assist the consolidation process by bringing together the planning, application, reporting, and citizen participation components of each of these formula programs.

These programs, alone and in concert with one another, have three basic goals: securing decent housing, providing a suitable living environment, and expanding economic opportunities. Providing decent housing involves assisting homeless people obtain appropriate housing, retaining the affordable housing stock, increasing the availability of permanent affordable housing for low-income households without discrimination, and increasing supportive housing to assist persons with special needs. Providing a suitable living environment includes improving the safety and livability of neighborhoods; enhancing housing opportunities for low income and minorities; revitalizing neighborhoods; restoring and preserving natural and physical features with historic, architectural, and aesthetic value; and conserving energy resources. To expand economic opportunities, the comprehensive approach amplifies job creation, stimulates access to credit for community development, and assists low-income persons to achieve self-sufficiency in federally assisted and public housing.

Past and current assessments of need have determined that Montana's communities face significant problems as diverse as the state's geography. The combination of population migration, economic restructuring, and falling real wage rates have had adverse effects on Montana's economic well-being. The state is experiencing increases in the number of migrant or unsheltered persons, decaying facilities and underfunded public services, increasing demands for better economic opportunities, and contractions in the supply of affordable housing. Each of these problems represent needs that must be addressed. The objectives of the plan are to document and articulate the depth and range of these needs. Specific objectives are proposed as they relate to setting strategies, providing information, and making commitments for addressing the resolution of needs for the state's housing, homeless, and community development activities.

In this spirit, these goals of the Five-Year Consolidated Plan, a two volume strategy, aim to continue enhancing cooperation of state and local government organizations, housing-related nonprofit organizations, concerned citizens, real estate developers, lenders, and community development specialists. In doing so, Volume I of the plan outlines Montana's plans and directions for community development over the next five years. Volume II presents the anticipated use of housing, homeless, and community development program funds during the next fiscal year, FY 1995.

## MONTANA'S HOUSING NEEDS

The lack of affordable housing for very low-, low-, and moderate-income persons has risen in prominence as a national policy issue. Across the nation, it has affected individuals and families, young and old, whether homeowners or renters. According to a 1986 report prepared by the National Governor's Association, housing costs have been rising faster than income.<sup>1</sup>

Montana has not escaped the influences of the nation's housing problems. An analysis of the number of low-rent units and low-cost homes indicated that there may have been a shortage of as many as 25,000 units of affordable housing to those households earning less than \$15,000 per year in 1989. This condition has affected almost 70 percent of Montana's households. If Montana were able to provide these units at a cost of \$48,000 each, this would still entail a \$1.2 billion investment. Today, the situation is worse, as constraints on the housing market have spread to affect Montana households of all income categories. Indications are that few low-income persons can locate affordable homes to buy. Overall, the cost of housing in Montana is accelerating at a far faster rate than housing nationally, with housing in cities such as Bozeman costing 20 percent more than the national average for comparable units.

Housing shortages have driven monthly rental payments and housing purchase costs up sharply in the last few years. This leaves many people at potential risk of homelessness and places home ownership out of reach for many low- and moderate-income Montanans. Even though there is a great demand for low-cost housing, there has been little new construction of single-family or multifamily units for low- and moderate-income Montanans during the past several years.

Rehabilitation of the existing housing stock is also a pressing issue for Montana, especially in the eastern portion of the state. Many occupied units across the state are in poor condition because their owners cannot afford maintenance costs. Elderly Montanans, who constitute the largest group of homeowners in the state, often lack the resources necessary to maintain their homes. Over 13,500 housing units lack complete kitchen or bathroom facilities. CDBG estimates that the average cost of rehabilitation is about \$15,000 per unit. Remodeling only these units would cost about \$203 million. For potential homebuyers, units that stand vacant for long periods of time constitute a different rehabilitation problem. Often the cost of bringing the units up to a liveable standard is prohibitive.

The poor condition of housing units can preclude the use of mortgage insurance programs, without which the units are not easily financed. The cost-effectiveness of conducting rehabilitation activities is further eroded by additional costs mandated in the Lead-Based Paint Hazard Reduction Act of 1992. Such testing and abatement activities may make a number of projects no longer cost-effective, thereby relegating larger blocks of housing as unsuitable for rehabilitation, further adding to community blight. It is estimated that over 130,000 housing

---

<sup>1</sup> *Decent and Affordable Housing for All: A Challenge to the States*. National Governor's Association, 1986.



units, occupied by extremely low- and low-income renter and homeowner households are at risk. Montana's HOME program budgets \$8,000 per unit for lead based paint abatement. The risk exposure swells to \$1.05 billion.

There is also a need for modification of existing units. Alteration is needed to make housing accessible to Montana's physically disabled population, some of whom currently live in units that are not adequately equipped. Accessibility is not only a problem for physically disabled people; affordable housing is not always located in areas easily accessible to stores, transportation, and employment opportunities. In addition, energy inefficient units are placing an unnecessary cost burden on Montana's renters and homeowners. Energy efficiency modifications are needed to address the overall issue of affordable housing across the state.

A number of groups in Montana have special needs linked to the provision of affordable housing. For homeless people, the disabled, families headed by single parents, and the elderly, there is a need for supportive services to facilitate independent living. Homeless young people in Montana, while not as prevalent as in other states, are finding less room in some local shelters. Many facilities are simply not able to meet the growing need for emergency and transitional housing, especially for young adults or adolescents. According to the 1990 Census, single parents head 17 percent of Montana's families. Where there is a high rate of single-parent families in public housing facilities (a situation more common to Montana's major cities), the provision of day care and job training services is needed to facilitate the family's move toward self-sufficiency and to maintain a stable living environment.

As reported by the 1990 Census, the elderly make up more than 17.5 percent of Montana's adult population and represent the largest group of homeowners in the state. Congregate care housing for this group, which fosters independent living while providing supportive services, will continue to be a compelling need.

There were more than 50,000 mobile homes in Montana in 1990. Manufactured housing and mobile homes represent a more affordable housing alternative for many Montanans. Many owners face restrictive or perceived discriminatory zoning laws or practices in many areas. The challenge to policy makers in Montana is to identify and implement equitable alternatives to current zoning and land-use regulations in order to make more affordable housing available to low- and moderate-income Montanans.

Montana's economy suffered in the past national recession. Industrial activities related to the state's resource base declined, particularly in the lumber and wood products industries. Structural changes in the state's economy have compounded the problem. And while the national economy is showing some signs of renewed life, many of Montana's economic difficulties will continue, especially the fall-off in lumber and wood product activity. Proposed revisions to the 1872 federal mining act also could depress hard rock mining activity, employment, and income. If these circumstances continue, there will be a further decline in available, affordable, suitable, and accessible housing.

No single approach or unique housing priority fits all regions of the state equally well. Acceptably addressing the range of severe needs, while allocating resources equitably, makes for a complicated housing (and community development) policy agenda. Montana has determined that affordable housing deficiencies as classed as follows:

- An overall shortage of available housing stock;
- Shortage of assisted rental units;
- Shortage of available capital to build an adequate number of affordable housing units;
- Inability of low- and moderate-income households to afford to buy homes;
- Limited resources to finance housing maintenance and improvements;
- Complex and under-funded housing assistance programs;
- Inadequate resources to help persons needing supportive and transitional services acquire suitable permanent housing;
- A propensity for overcrowding in low-income, large family households, especially rental households; and
- Restrictive conditions placed on some forms of affordable housing, limiting its provision.

Montana believes these problems can be reduced or eliminated through the following actions:

- Constructing more low-rent units;
- Constructing more affordable single-family homes;
- Rehabilitating existing low-rent units;
- Rehabilitating existing single-family units;
- Developing more affordable home ownership opportunities;
- Providing repair and maintenance assistance;
- Providing advice and assistance for manufactured and mobile home owners;
- Providing assistance for single-parent families and families with other supportive needs;
- Developing more low-rent congregate care facilities for elderly Montanans;
- Providing more housing for disabled persons and persons requiring supportive services;
- Education and distribution of information related to fair housing laws; and
- Testing and abatement of lead-based paint hazards.

The State has organized these actions into four broad housing policy objectives in its CPS: 1 > enhancing availability, 2 > promoting affordability, 3 > securing suitability, and 4 > enhancing accessibility of the housing stock. These broad policy objectives translate into the following set of desired strategic actions:

- Relieve the shortage of available housing stock;
- Increase the stock of rental units, especially assisted units;
- Promote capital formation to build an adequate number of affordable housing units;
- Increase the ability of low- and moderate-income households to buy homes;
- Increase resources to finance housing rehabilitation, maintenance, and improvements;
- Better define and explain housing assistance programs;
- Work to ensure fair housing compliance and more broadly distribute fair housing literature;
- Assist in securing adequate resources to help persons requiring supportive and transitional services to achieve permanent housing;
- Increase technical assistance to entities applying for housing funds;
- Increase accessibility of Montana's housing stock; and



- Increase energy efficiency of Montana's low-income housing stock.

Additional goals for fiscal year 1995 are anticipated to be:

- Support housing market intervention to increase the provision of affordable housing;
- Increase the supply of affordable rental units and for-purchase homes;
- Monitor affects of federal policies on the provision of affordable housing and rural development;
- Secure funding for lead-based paint testing and abatement activities; and
- Distribute information related to fair housing laws.

With these aims in mind, the following programs implement the housing portions of the plan:

- Home Investment Partnership Program (HOME)
- Community Development Block Grant (CDBG) Program
- Montana Board of Housing programs (single-family, multifamily, elderly, and infrastructure)
- U.S. Department of Energy programs (e.g., LIEAP, Weatherization)
- HOPE 1, 2, and 3 programs
- HOPE for Youth (YOUTHBUILD)
- Low Income Housing Preservation and Resident Homeownership Program
- Low Income Housing Tax Credit
- Shelter Plus Care Program
- Supportive Housing for the Elderly (Section 202) Program
- Supportive Housing for Persons with Disabilities (Section 811) Program
- Supportive Housing Program
- Section 8 Moderate Rehabilitation Single Room Occupancy Program
- Housing Opportunities for Persons with AIDS
- Rural Economic and Community Development Services's programs

Montana realizes that significant effort must be made to turn the tide of increasing housing difficulties; specific actions must take place. For the upcoming year, these actions will include:

- Promote the single-source information clearinghouse for housing and related services;
- Explore alternative ways in which local governments can promote affordable quality housing;
- Continue expanding MDOC's role in the provision of technical assistance;
- Work with banks to promote and distribute information on the Community Reinvestment Act, such as census tract and block numbering area data from the CEIC;
- Maintain current data in the Montana Economic and Demographic Databook;
- Analyze household survey data to assist in determining housing strategies for CDBG and HOME development activities and distribute findings;
- Monitor and, if applicable, evaluate impacts of Title X, of the Federal Lead-Based Paint Reduction Act, on the supply of assisted housing, especially on the cost-effectiveness of rehabilitation activities;
- Encourage greater participation of fair housing compliance organizations in the CPS development process;
- Evaluate affects of federal policies on provision of affordable housing and community development;
- Leverage federal dollars to attract private investment money;

- Continue supporting grant and loan applications of other entities seeking housing assistance and expanding the supply of suitable housing;
- Continue promoting and assisting nonprofit entities in receiving CHDO certification; and
- Promote fair housing compliance through educational and informational activities.

**CPS TABLE 2(a)**  
**HOUSING PRIORITY NEEDS SUMMARY TABLE**  
**STATE OF MONTANA - FIVE-YEAR PLAN 1995-1999**

PRIORITY HOUSING NEEDS (households)			Priority Need Level High, Medium, Low, No such need			ESTIMATED UNITS	ESTIMATED DOLLARS NEEDED TO ADDRESS (IN MILLIONS)	ANTICIPATED DOLLARS AVAILABLE TO ADDRESS (IN MILLIONS)
			0-30%	31-50%	51-80%			
Renter	Small Related	Cost Burden > 30%	M	M	M	16,640	\$1,607.2	
		Cost Burden > 50%	M	M	M			
		Substandard	M	M	M			
		Overcrowded	M	M	M			
	Large Related	Cost Burden > 30%	M	M	M	3,337		
		Cost Burden > 50%	M	M	M			
		Substandard	M	M	M			
		Overcrowded	M	M	M			
	Elderly	Cost Burden > 30%	M	M	M	9,366		
		Cost Burden > 50%	M	M	M			
		Substandard	M	M	M			
		Overcrowded	M	M	M			
	All Other	Cost Burden > 30%	M	M	M	19,022		
		Cost Burden > 50%	M	M	M			
		Substandard	M	M	M			
		Overcrowded	M	M	M			
Owner	Cost Burden > 30%	M	M	M	38,600			
	Cost Burden > 50%	M	M	M				
	Substandard	M	M	M				
	Overcrowded	M	M	M				
Total Substandard	Missing Kitchen, Bath	M	M	M	13,528			
New Construction	Affordable Housing	M	M	M	24,797	\$1,190.3		
TOTAL PRIORITY HOUSING NEEDS			M	M	M	126,279	\$2,697.6	6.24

All housing program resources and proposed activities will be provided equitably throughout the state, to the extent possible, and according to public guidelines set forth by local, state, and federal agencies. Table 2(a), above, presents an estimate of the number of units and dollars needed to address the priority housing needs.

## MONTANA'S POVERTY AND HOMELESS NEEDS

Nationally, as well as in Montana, the social problems of the homelessness appear to be worsening. In Montana, as wage incomes have been falling, housing is becoming far less affordable. People are having a much more difficult time, being forced into lower income capacities, and increasingly are becoming at risk of homelessness. This latter group suffers from continual poverty and deprivation.

Here, poverty is defined as a long term condition of being continuously poor. The term *poverty* does not imply merely a lack of money, but rather describes a situation where all kinds of resources necessary for suitable living arrangements are lacking. Those people who are severely poverty-stricken, lacking the mere necessities of life -- food and shelter -- are the homeless. The larger poverty problem cannot be solved simply by providing funds to those people who live below the poverty line. More must be done to change the community and the environment that continues fostering poverty. In order to formulate a plan to solve the poverty problem in Montana, the State has begun inspecting reasons for these problems.

First, poverty spans many age groups. While the number of senior citizens who are living below the poverty line decreased over the last 20 years, single parent households grew and now constitute the largest segment of those families living in poverty. And, teenage mothers are likely to remain impoverished, much more so than those women who wait until later in life to have children. Often occurring hand-in-hand with such poverty is a lack of employment opportunity.

Another major issue of concern in regards to poverty is the availability of health care. Approximately 17 percent of the population of Montana does not have medical insurance. Many are eligible for Medicaid, but local access to a physician is limited because of the rural nature of the state. Furthermore, poverty-stricken people are more likely to be in poor health due to lack of food, lack of a well-balanced diet, and lack of knowledge regarding proper health and nutrition habits.

Breaking the long-term cycle of poverty and the worsening outcome, homelessness, cannot be accomplished solely by building more shelters or transitional facilities or increasing welfare transfers. In addition to a lack of shelter, homelessness involves a variety of unmet physical, economic, and social needs. A comprehensive, coordinated system of homeless assistance, a continuum of care, is comprised of a wide array of services, tools, and opportunities for the homeless. This continuum of care includes a prevention component that is an anti-poverty strategy, helping the homeless in stages by ushering them from an emergency and transitional shelter to permanent housing. Further, true help is enabling the poverty stricken and homeless to rely on themselves.

For Montana, the first stage in this plan involves provision of emergency shelter. In emergency shelters, the homeless are provided with immediate care and assessed in order to



identify an individual's or family's needs. The second stage offers transitional housing and necessary social services. Included in these services are mental health and substance abuse counseling, vocational rehabilitation, education, family support, child care, independent living skills training, job training and placement, and employment opportunities where the homeless can both acquire and put to use new work skills. The final stage is permanent housing or permanent supportive housing arrangements. While all three stages may not be needed by everyone, the State intends to have them available as part of the coordinated, comprehensive plan.

Montana will begin its antipoverty efforts by focusing actions on the homelessness problem. Montana has realized the following concerns:

- There are inadequate resources to help persons needing supportive and transitional services to acquire suitable permanent housing; and
- Montana needs to develop more shelters and services for runaway youths and abused youths and the homeless.

Montana will take the following actions to directly address these needs.

- Assist in securing adequate resources to help persons requiring supportive and transitional services to achieve permanent housing;
- Assist in securing adequate resources to meet needs for supportive services for the homeless; and
- Assist in securing additional funding and resources to increase capacity and counseling services for runaway youth.

In accomplishing its main goals of assisting the homeless, Montana will draw upon the following federal programs whenever possible:

- Emergency Shelter Grant Program;
- HOME;
- Community Development Block Grants;
- Safe Havens (for Homeless Individuals) Program;
- Rural Homelessness Grant Program; and
- Section 8 Moderate Rehabilitation Single Room Occupancy Program.

Montana has also set specific actions to undertake in the upcoming years. These are:

- Begin analysis to better identify attributes, severity, and service needs of unsheltered homeless;
- Assist in securing more stable funding sources for Montana's existing homeless facilities and services; and
- Monitor impact of lowered Section 8 Fair Market Rents on homelessness.

All homeless program resources and proposed activities will be provided equitably throughout the state, to the extent possible and according to public guidelines set forth by local,

state, and federal agencies. CPS Table 2(b), below, presents estimates of dollar resources required to address the homeless needs in the state.<sup>2</sup>

**CPS TABLE 2(b)**  
**HOMELESS PRIORITY NEEDS SUMMARY TABLE**  
**STATE OF MONTANA - 1995**

PRIORITY HOMELESS NEEDS	Priority Need Level High, Medium, Low, No such need			ESTIMATED DOLLARS NEEDED TO ADDRESS	ANTICIPATED DOLLARS AVAILABLE TO ADDRESS IN FY 1996
Assessment/Outreach	Families	Individuals	Persons w/ Special Needs		
	M	M	M	2,099,000	
Emergency Shelter	Families	Individuals	Persons w/ Special Needs		
	M	M	M	2,099,000	
Transitional Housing	Families	Individuals	Persons w/ Special Needs		
	M	M	M	2,099,000	
Permanent Supportive Housing	Families	Individuals	Persons w/ Special Needs		
	M	M	M	2,099,000	
Permanent Housing	Families	Individuals	Persons w/ Special Needs		
	M	M	M	2,099,000	
TOTAL PRIORITY HOMELESS NEEDS	M	M	M	\$10,495,000	\$380,000

## NON-HOUSING COMMUNITY DEVELOPMENT NEEDS

All non-housing community development needs directly addressed by the CPS pertain to projects and activities potentially eligible for funding through the Community Development Block Grant Program (CDBG). For the purposes herein, the CDBG program funds housing, (mentioned above), infrastructure, and economic development. The latter two are discussed below.

## INFRASTRUCTURE NEEDS

Infrastructure is the collective, long-term investment by citizens in facilities and installations, or structures, necessary to their safety and convenience. Examples include transportation facilities (airports, roads, bridges), utilities (water systems, hazardous waste disposal), communication facilities (libraries), and jails. For many years, key structures such as bridges, roads, bus systems, water supply systems, sewage treatment, solid waste disposal, jails, libraries and courthouses have been taken for granted. For various reasons, there has been

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<sup>2</sup> The resources identified in this table pertain to resources drawn from the Emergency Shelter Grant Program, the HOME Program, and the Community Development Block Grant (housing) program. The latter two pertain to competitively bid, and awarded, program funds in Montana.

no systematic investment in operations, maintenance, and replacement of the public facilities. Today, the results of this neglect are becoming critical. Unaddressed, the facilities will continue to decline and the costs of replacing these vital systems will escalate beyond the limits of the State's funding capacity.

In a large state with a small population, the cost of maintaining infrastructure systems is high. For example, in 1988, Montana spent \$416 per capita on its highways, the third largest amount in the nation. The interstate and state-maintained highways are in generally good condition, but county and municipally maintained roads need work.<sup>3</sup>

There have been two studies of Montana's infrastructure done in the past 10 years. In 1984, the Governor's Task Force on Infrastructure published a report on the (then) current condition of Montana's infrastructure. In January 1991, the MDOC Community Technical Assistance Program, prepared a report called *Statewide Infrastructure Needs By Type of Public Facility*. The findings of these studies are summarized below.

### Water and Sewer Systems

A water system is defined as a water supply source, water treatment, a distribution system, and storage. Its function is to provide a safe and convenient supply of water for drinking, fire protection, and irrigation. In 1983, a water supply needs survey was conducted for the incorporated communities in the state. Based on survey results, it was estimated that \$100 million would be required for water supply repairs. In 1984, the task force reported that 35 percent of the 279 rural water systems were in need of major upgrading to bring them into compliance with state water quality standards. This would require funding on top of the \$100 million mentioned above. In 1991, the total financial need for water systems was estimated at \$357.7 million.

In addition, due to the phasing-in of new federal mandates in the 1990s, drinking water systems have to test for 83 different pollutants. If unacceptable pollutant levels are found, the local authority may have to install new equipment or construct new treatment facilities. Although the costs for compliance has not been quantified for all Montana water systems, clearly millions of additional dollars will be needed. For example, preliminary information regarding the surface water treatment rule (one of the 83 new mandates) suggests that this single federal mandate will cost water systems million of dollars for compliance activities.

Wastewater treatment and disposal systems prevent health hazards and nuisances to the public at large. The local authority (city, county, or sewer district) is charged with the physical and financial responsibility of operating and maintaining its wastewater facility. A 1984

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<sup>3</sup> The Governor's Council on Economic Development, *The Next Century: Strategies for Advancing Montana's Economy*, December 1988.



evaluation of 203 public wastewater systems for which information existed indicated a monetary need of \$231.3 million for repair, replacement, or construction.

These wastewater systems are also subject to new federal mandates. The new “sludge rule” alone will cost wastewater system million of dollars for compliance.

### **Solid and Hazardous Waste Facilities**

Solid waste facilities provide basic protection to human health and the environment by maintaining adequate waste management services. Local governments and private entities are responsible (and liable) for the financing, operation, and maintenance of Montana’s waste management systems. Waste Management includes: landfills, transfer stations, and incineration systems. In 1984, it was estimated that \$19.65 million was needed for collection (a local responsibility), \$6.55 million needed for disposal facilities, and \$6.4 million needed to bring systems across the state into compliance with Department of Health and Environmental Sciences standards. In 1991, the total need was estimated to be between \$15 million and \$17.5 million.

In 1984, there were no local government or state government hazardous waste facilities in Montana. Shipment to an out-of-state site was necessary when hazardous wastes exceeded the state’s allowable limits for landfill disposal. Most hazardous wastes are generated by private industry; thus, that industry is responsible for the costs of shipping the waste out of state. The concerns of the local government are 1) the monitoring of the local landfills to insure that the state safe levels of hazardous wastes are not exceeded, and 2) the liability that comes with a possible illegal contamination. In 1984, the local governments had a minor role in the funding of hazardous waste programs. Hazardous waste clean-up financial needs were estimated at several million dollars in 1991.

### **Transportation Facilities**

Safe and convenient bridges ensure the integrity of the state’s transportation system. This system is essential to basic industries such as agriculture, wood products, and resource extraction. It is also important in facilitating tourist travel. In addition to commerce, the bridges provide access to recreation, local business, emergency transportation, and have many other uses. Local governments are responsible for construction, reconstruction, or rehabilitation of bridges on all public roads and streets in Montana that are not under the jurisdiction or maintenance responsibility of the state or federal government. In 1984, there were 2,142 bridges located on city and county jurisdiction roads and streets; 919 of them were in need of replacement and 798 of them were in need of structural rehabilitation. The estimated cost of these repairs in 1984 was \$100 million, and in 1991 the need was estimated at \$81 million.

Roads provide the safe and convenient structure essential to the state’s transportation system. A good street system plays a major role in community and economic development. The responsibility for supporting approximately 90 percent (70,000 miles) of the motor vehicle



network in Montana falls on local governments. In 1984, the estimated cost for bringing the network of roads into good condition was \$8 billion, and in 1991 it was \$9.1 billion.

Airports provide a variety of public health, economic support, and public services to the state (e.g. air ambulance, business travel, mail services). The breakdown of any one airport in the network would adversely affect many statewide functions. In 1984, 64 out of 116 airports in the state were in need of major repairs or reconstruction and there was a need for two new airports in uncovered service areas. The estimated cost for repairs in 1991 was \$22.4 million.

Rail transportation is often tied to the economic vitality of a community. It is the most efficient bulk commodity carrier for long distances. Until the early 1980s, local governments were not responsible for rail facilities. However, due to abandonments and reductions in federal funding, local governments have been forced to assume responsibility for some of these facilities. In 1984 there were 3,479 total rail miles in the state, 26 percent of which had been abandoned since 1979. This situation presents a major problem for some of the smaller communities. The 1991 estimated financial need in this area was \$30.3 million.

Montana's municipal bus systems serve two categories of users. First is the general public and second is the specialized, elderly or handicapped user. Responsibilities for public transportation are assumed by cities, counties, tribal governments, or special transit districts. Bus services for elderly and handicapped persons are generally provided by private, non-profit corporations that are also involved in some other type of service for the elderly and handicapped. In 1984, there were 12 public transportation systems in Montana that had needs totalling about \$2.5 million. In 1991, the financial needs for a 10-year planning period were estimated at \$16 million.

### **Communications and Information**

At the time of the task force's report, communication facilities in the state had been used and thought of primarily in the area of emergency communications for police, fire, and other traditional providers of public welfare and safety. Of concern was the need to convert the low-band land mobile systems used by a minority of local governments to the high-band system used by the majority of local governments and the state; this would enable the two systems to be compatible. There were no estimates of the monetary needs to make the conversion.

Libraries are an informational resource center for Montana communities. They also provide recreational and social programs. The private sector plays a limited role in supporting and funding libraries. In 1983, Congress provided funds to Montana under the Library Services and Construction Grant Program. This allocation generated requests of over \$600,000 for the construction of new buildings or to do major remodeling.

## Jails

Jails exist basically to protect the general public from dangerous or irresponsible persons who may pose a safety threat to society. Jails are a holding facility for persons who are awaiting trial and for prisoners who are sentenced for limited terms. Jail construction and operation standards are designed to protect society and to protect the constitutional rights of prisoners. In 1984, Montana had 53 county jail facilities, only one of which was meeting constitutional standards. Generally, jails are built to last 30 years, and 21 of Montana's jails were more than 30 years old. The estimated cost of bringing existing jails up to constitutional standards was in excess of \$56 million.

## Other Public Facilities

Dams are often connected with having a supply of water for drinking and irrigation. They also provide flood control and recreation, and some generate hydro-electric power. When dam structures break or have a failure, there may be both a loss of human lives and an economic loss to the locale. Many of Montana's dams are in need of repair. In 1984, the State owned 36 significant hazard structures and 28 high hazard dams, cities owned 13 dams that were significant hazards and 17 high hazard dams, and counties owned two dams that were rated as significant hazards and three that fit the definition of high hazard dams.<sup>4</sup>

There are a number of other facilities that are constructed, operated, and maintained by local governments that contribute to the quality of life of residents of local communities that do not fit into any of the above categories. Examples of these are: community centers, senior centers, animal shelters, courthouses, fire stations, museums, parks, parking facilities, police stations, and fairgrounds. The task force report did not have any information on local conditions and needs for most of these facilities.

## Summary

It is very difficult to solve these large and looming infrastructure problem. In a large state with a small population, the per capita cost of maintaining infrastructure systems is extremely high. Searching for money alone is not necessarily the most effective way to deal with the situation, and the state is facing a problem of monumental proportions. With infrastructure needs in the short run estimated to be about \$580 million dollars, it is obvious that state resources are inadequate to address the problem. Table 2(c), below, presents the estimated needs for non-housing community development needs (the narrative related specifically to economic development follows after the table).<sup>5</sup>

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<sup>4</sup> Montana Contractors' Association, *Montana's Infrastructure Crisis: A Report to the State*, Helena, September 1984.

<sup>5</sup> These values pertain only to those program funds available through the Community Development Block Grant Program, Public Facilities and Economic Development.

**CPS TABLE 2(c)**  
**NON-HOUSING COMMUNITY DEVELOPMENT PRIORITY NEEDS SUMMARY**  
**STATE OF MONTANA - FIVE-YEAR PLAN 1995-1999**

PRIORITY COMMUNITY DEVELOPMENT NEEDS	Priority Need Level High, Medium, Low, No such need	ESTIMATED DOLLARS NEEDED TO ADDRESS (IN MILLIONS)	ANTICIPATED DOLLARS AVAILABLE TO ADDRESS IN FISCAL 1995 (IN MILLIONS)
INFRASTRUCTURE IMPROVEMENT	H	\$580	
Solid Waste Disposal Improvements	H		
Waste Water Needs	H		
Water System Improvements	H		
Other Infrastructure	M		
PUBLIC SERVICE NEEDS	M		
PLANNING	M	\$1,045	
OTHER COMMUNITY DEVELOPMENT NEEDS	M		
Lead Based Paint/Hazards	M		
ECONOMIC DEVELOPMENT NEEDS	H	\$2,619	
<b>TOTAL PRIORITY NON-HOUSING COMMUNITY DEVELOPMENT NEEDS</b>	<b>M</b>	<b>\$4,244</b>	<b>\$6.5</b>

### ECONOMIC DEVELOPMENT NEEDS

During the past 22 years, there have been at least 10 separate reviews and studies of Montana's economy by various public agencies, industries, and private-sector consultants.

In 1970, the Bureau of Business and Economic Research of the University of Montana completed the *Montana Economic Study*. Samuel Chase, Jr. and the other authors of the study concluded that Montana was unlikely to regain its relatively prosperous economic position and was likely to fall even further behind. The authors cautioned, "We do not believe that a permanent order of priorities -- a grand design -- can or should be established with respect to state actions to remedy the situation." Instead, a continuous, orderly process allowing Montanans to consider facts and express their preferences in light of changing economic realities was recommended. The report avoided making specific recommendations on how to address the challenge of low economic growth, but called for tax reform, governmental reorganization, and consolidation.

In August 1976, Governor Thomas Judge presented the *Montana Governor's Policy Initiatives* as the representative areas upon which he anticipated the executive branch would focus its primary attention during the 1977-79 policy cycle. Specific policy and programmatic initiatives covered general government, community affairs, the economy and the environment, education, human services, public safety and protection, and transportation. The ultimate goal of the plan was to create job opportunities at a rate sufficient to provide employment for all



Montanans by identifying areas suitable for increased economic growth and activity. It took into consideration the existing economic base, availability of materials and energy, labor market factors, transportation, existing market demand, and pollution-control requirements.

The *Montana Economic Development Project*, co-sponsored by the state government and the Montana International Trade Commission, began working to identify and analyze new economic development opportunities for Montana in spring 1982. By January 1983, a strategic plan for economic growth was produced with the help of McKinsey and Co. The plan, while never put into final form and published, was used as a framework in 1987 by the Governor's Council on Economic Development in the development of *The Next Century: Strategies for Advancing Montana's Economy*. The final summary draft of the 1983 McKinsey and Co. report contained detailed reviews of Montana's economic performance, an assessment of Montana's economic development assets and liabilities, and 22 specific recommendations to promote growth, support tourism promotion, increase investments in infrastructure, formation of a science and technology committee, and a comprehensive tax study.

During the period between 1983 and 1988, several of the recommendations of the 1983 work were acted upon, with many more initiatives directed to sector-specific task forces or industries for further study. Published works during this period included the proceedings of a July 1986 *Conference on Montana's Economic Future* featuring Dr. David Birch; papers presented to a *Conference on Taxation and the Montana Economy* in September 1986; and the *Report of the Economic Transition Task Force to the Governor* in November 1986. On March 22, 1987, the *Great Falls Tribune* published a special edition insert with the results of a survey of Montana leaders, including a list of individuals most likely to lead Montana through the economic transition. This insert also contained a series of essays by Montana leaders and academics who voiced opinions about particular government policies.

In August 1986, Pacific Power published a target industry study of northwestern Montana.<sup>6</sup> This study was the result of a research effort to identify industries with the best development potential for Lincoln, Flathead, and Lake counties in northwestern Montana. The report is a compilation of geographic, demographic, and economic characteristics of that area. The industrial economy of NW Montana was mainly manufacturing of lumber and wood products and aluminum production. The manufacturing sector was the third largest employer in the area in 1984. Agriculture in the area was mostly wheat farming and some fruit growing. Trade (retail and wholesale) was the largest employer in 1984 -- about 23 percent of total employment for the area. Government employment was the second largest sector in 1984, and the service sector was expanding. The tourism industry played a significant role in the northwestern Montana area as well. Pacific Power targeted three groups of industries for economic development:

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<sup>6</sup> Pacific Power & Light Company. *Target Industry Study: Northwestern Montana*, Portland, Oregon, August 1986.

- Industries whose products are imported into the area.
- Industries that exist locally and export products out of the area to markets that are expected to grow.
- Industries whose primary production inputs are available, although the industries may not be represented in the area.

In December 1988, the Montana Ambassadors (a private organization of business and university leaders) published *Partnership for Progress*, a report that summarized the opinions of the Ambassadors' membership on the Montana economy, analyzed the economy and its problems, and made a number of recommendations related to tax reform, education, capital availability, workers' compensation reform, and other key development issues.

Also in December 1988, the Governor's Council on Economic Development presented *The Next Century: Strategies for Advancing Montana's Economy*. The report drew upon previous work of McKinsey and Co., David Birch, and other expert advisory groups. According to Stanley Nicholson, "The hallmark of the report was the diagnosis that Montana now has two economies, the traditional resource-based sector that is declining and the new small business sector that is advancing."<sup>7</sup> The report recommended five strategies as crucial to Montana's economic future:

- Investing in the workforce;
- Encouraging and supporting entrepreneurship and business innovation;
- Building and maintaining physical infrastructure;
- Strengthening local government fiscal capacity; and
- Strengthening State fiscal capacity.

The May 1990 *New Directions* report commissioned by the Montana State AFL-CIO and prepared by the Corporation for Enterprise Development, a private consulting firm in North Carolina, presented another agenda for organizing Montana's human and natural resources to build a "first-rate state economy." The report recommended national leadership in programs for retraining older workers and for building foreign-language and cultural education into the curricula of schools and universities. The authors also criticized the tax breaks enacted in the 1980s to spur business development as largely ineffective, and recommended that some of those be reversed to help pay for the under-funded regular government programs and for their program recommendations.

The Montana Futures Project was conducted in 1992 and 1993. In 1992, Montana's Governor nominated a non-partisan panel of 22 Montanans to serve as the Governor's Council for Montana's Future (the Council). The Council set out to develop an economic development plan that would be based on citizen preferences and current economic realities and done in an orderly process. The first step for the Council was to contact the citizens of Montana. They spoke to a total of 873 Montanans at a series of 29 town meetings held all over the state, and

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<sup>7</sup> *Ibid.*



interviewed 407 citizens by way of a telephone survey. Montanans were asked to consider the economic facts, express their preferences, and identify priorities.

In 1994, as part of the Consolidated Plan Submission, much of the economic data was again reviewed and presented in detail. The findings of this work and each of the earlier studies contain similar themes. Montana's business infrastructure is underdeveloped; dependence upon a few resource-based industries leaves the state subject to wide swings in demand for the resources; average wages continue to decline, and are now far below the national average; basic traditional industries can be expected to continue decline or stagnation. In fact, Montana's 1993 average wage, in real 1987 dollars, was only \$16,068. In 1967, some 27 years ago, it was \$15,974. This does not indicate appreciable increases in earnings power, as the costs of many other goods, such as infrastructure and housing, have indeed increased significantly. Today, the national average wage is \$21,799. A huge gap that has continued to grow over time, and now amounting to \$5,731 per job, exists between the national and Montana average per worker earnings figures.

The comparative advantages Montana has experienced over time in agriculture, mining, and some manufacturing industries are slowly dissolving. Other sectors, lower paying ones, are now seen as the faster growing segments of the state's economy. These industries represent, in part, Montana's competitive advantage relative to the national economy. Montana's industries that export goods and services to other states include agricultural services; farming and ranching; oil and gas extraction; coal, metal, and non-metallic mineral mining; rail and other transportation; manufacturing, which includes lumber, paper products, and food processing. Tourism; selected services; and federal government all have some attendant health.

The focus of several of these latter studies relate to long-term structural change in the state's economy. Structural changes are defined as those deeply embedded movements that persist through small cyclical ups and downs, resulting from changes in the overall types of jobs available. Since the end of World War II, the economy of Montana has moved from goods producing toward service producing. The changes in Montana are not the result of special issues, circumstances, policies, or business climate in Montana alone, but are happening all across the nation. Montana (along with the rest of the nation) is responding to changes in the global economy. And many of the downturns in the economy are the result of worldwide changes in the structure of supply and demand for many of the products of the western United States.

The central underlying theme in economic development relates to the need to create and retain employment opportunities for Montana's citizens, given the rapidly changing work and national marketplace. Economic development program resources and proposed activities will be provided equitably throughout the state, to the extent possible, and according to public guidelines set forth by local, state, and federal agencies. CPS Table C, above, presented the estimated dollars needed to address the economic development priority needs of the State for fiscal year 1995.



## CONCLUSION

Montana's limited resources are not adequate to address *all* the housing requirements of low- and moderate-income households, elderly Montanans, people with special needs, and other in-need populations. The size of the housing problem is large and estimated to exceed \$2.45 billion, when considering only the affordable housing shortage, abating lead based paint hazards, and remodelling units with incomplete kitchen and bathroom facilities.

The infrastructure problem facing Montana is also overwhelming. Excluding the road and highway needs, the public facility crisis exceeds \$580 million. The roads and highways represent another \$9 billion.

Montana's affordability problems with both infrastructure and housing relate to the lower wage rates that dominate the state's economy. The relative wage rate gap, that per worker amount between Montana's average and the nation's average, amounts to a whopping \$2.6 billion dollar total earnings difference.

All these problems facing the state have accumulated over decades, and their resolution will take as many years. The Montana Department of Commerce (MDOC) and the people of Montana share in the task of exploring creative approaches to expanding the supply of housing, eliminating homelessness, solving the infrastructure deficiencies, and increasing employment and the wage levels of Montana's employees.

Funding sources are extremely small, about \$11.5 million, in relation to the size of the State's needs, as noted above. Yet, the State intends to move forward in securing and applying all federal, state, and private resources in resolving the state's housing, homeless, infrastructure, and economic development problems, one year and one step at a time.

## INTRODUCTION

During calendar 1994, the U.S. Department of Housing and Urban Development issued proposed rules relating to the consolidation of several formula grant programs. These are the Community Development Block Grant (CDBG), Home Investment Partnerships (HOME), Emergency Shelter Grant (ESG), and Housing Opportunities for People with AIDS (HOPWA) programs. The first three programs are applicable to Montana. With the consolidation of the programs also come a uniform time period by which the programs will be implemented and operated. Previously, each of these programs had separate application processes for funding (from HUD). This is no longer the case, as they are herein consolidated as a single submission; and, future consolidated program years are to begin each April 1.

Montana has elected to issue this Consolidated Plan Submission as a two volume set. Volume I pertains to the five-year strategy, identifying issues and needs to be addressed over the next several years. Volume II presents the annual plan. The annual plan contains the individual program applications that would normally be part of the individual program submissions to HUD, along with their respective documentation and certifications. It is anticipated that much of this volume will be modified from year to year, as the program levels change, specific issues are resolved, and new needs arise.

The purpose of this report (Volume I) is to present the results of the State's first consolidation and planning process. The consolidated plan process has brought together the planning, application, reporting, and citizen participation components of each of the formula programs. It promotes a unifying opportunity for units of local government, the State, and others, thus laying the foundation for development of cohesive, attractive, safe, and economically vibrant communities. The focus of this plan is to bring together diverse elements of communities to create a cohesive view of their problems and to use that view in fashioning a comprehensive five-year strategy for community development. The consolidated planning process encourages all citizens, especially low-income residents, to take a part in shaping their own future.

HUD's formula programs, alone, in concert with one another, and with other HUD-funded programs, have three basic goals pertinent to the consolidated plan: to provide decent housing, to provide a suitable living environment, and to expand economic opportunities. Providing decent housing may involve assisting homeless people to obtain appropriate housing, retaining the affordable housing stock, increasing the availability of permanent affordable housing for low-income households without discrimination, and increasing supportive housing to assist persons with special needs. Providing a suitable living environment means improving the safety and livability of neighborhoods, including the provision of adequate public facilities; deconcentrating housing opportunities and revitalizing neighborhoods; restoring and preserving natural and physical features with historic, architectural, and aesthetic value; and conserving energy resources. To expand economic opportunities, the comprehensive approach emphasizes

creation of accessible jobs, providing access to credit for community development, and assisting low-income persons to achieve self-sufficiency in federally assisted and public housing.

The Consolidated Plan will provide details to citizens, public agencies, and other interested parties on the amount of assistance the jurisdiction expects to receive, range of activities that may be undertaken, and the general program activities that will be planned in addressing the priority needs outlined in the plan. The plan also presents details on analysis and evaluation of priority needs statewide, as well as presenting policies related to the provision of affordable housing and community development. The plan also offers certifications stating that statutory guidelines have been followed, such as efforts to minimize the displacement of people and to assist persons who have been displaced.

### **THE CPS DEVELOPMENT PROCESS**

The development of a comprehensive strategy for housing and community development in Montana continued throughout the past fiscal year, spanning a variety of settings. Through this process, the State has attempted to enhance the prospects for delivering such assistance to the people of Montana, and to improve the formation of policies and programs that support the availability and delivery of affordable housing, facilities and services for the homeless, and other non-housing community development needs, such as infrastructure and economic development. The development process consists of several distinct steps. These include:

1. Delivery of program services;
2. Interagency cooperation and coordination;
3. Consultation with concerned citizens and organizations;
4. Advisory and policy formation functions; and
5. Increase public awareness of the citizen involvement process.

#### **1) DELIVERY OF PROGRAM SERVICES**

MDOC completed another application cycle for the HOME program in FY 1994. The design, development, and implementation of the enhanced program spanned many months and included citizen involvement throughout many areas of the state.

During fiscal 1994, all FY92 HOME program funds, which were allocated in May 1993, were committed to firm project contracts. All fiscal year 1993 funds were awarded in April 1994, and committed to 12 projects. Furthermore, during fiscal 1994, it was decided that the FY94 allocated funds would be up for competitive bid process, closing during September 1994. This latter event was intended to better align the contract management system with the construction season and to press for contract execution and project initiation sooner in the management cycle. Therefore, HOME application workshops were held in Billings and Missoula in June 1994. Overall, and as of June 1994, the Cash Management Information



System (CMIS) indicates that 97 projects have been completed, 50 more are ongoing, and another 91 are set to begin. These projects include HOME program funds.

Another federal program is the Montana CDBG program, a federally funded competitive grant program designed to help communities of less than 50,000 people with their greatest community development needs. Eligible applicants are limited to general purpose local governments. All projects must principally benefit low- and moderate-income persons. The basic categories for local community development projects are housing, public facilities, and economic development. Housing projects may involve rehabilitation of homes owned or rented by low- or moderate-income families, as well as activities that improve the neighborhood in which the housing rehabilitation and/or new construction are taking place. CDBG funds play a key role in leveraging -- using government dollars to attract private dollars. This creates a pool of funds for housing loans at below market interest rates.

## **2) INTERAGENCY COOPERATION AND COORDINATION**

Implementing the application processes for the HOME and CDBG programs was not the only component of the CPS development process. MDOC continues to have other institutional concerns, such as the integration and coordination of its programs with other means to provide community assistance. For example, many banks, savings and loans, and other financial organizations involved in housing are interested in taking advantage of federally assisted housing improvement programs in order to meet the requirements of the Federal Community Reinvestment Act (CRA). The Census and Economic Information Center, within MDOC, has been responding to many requests throughout the year for information pertinent to the CRA program, and for planning information to aid in the development of housing proposals. Recent proposed rules for the CRA suggest that all applicable credit be geocoded to census tracts or block numbering areas. Such information is made available to financial institutions by the CEIC. Letters identifying the CEIC as the source of geocoding data have been sent to groups that may receive requests for CRA information. Some financial institutions have implemented programs in response to the Community Reinvestment Act, through the cooperation of MDOC.

MDOC also has been communicating and coordinating activities with other agencies through the entire year. This assists in the identification of areas in which further communication and cooperation may be needed and helps to identify gaps in the institutional provision of services. Activities have included application workshops for CDBG funding, information and data dissemination regarding the Community Reinvestment Act, advice to nonprofit agencies and prospective nonprofit entities on how to become certified as a Community Housing Development Organization (CHDO), and support for other entities in their application processes for funding programs not administered by MDOC. Also, the Family Services Division of the Montana Department of Social and Rehabilitation Services is sponsoring additional research related to gaining a better understanding of the attributes and service needs of the unsheltered homeless. The research was incorporated into the CPS process.

### 3) CONSULTATION WITH CONCERNED CITIZENS AND ORGANIZATIONS

As part of the development of the FY95 through FY99 CPS, a specific set of actions was taken to analyze statewide opinions from a broad base of concerned citizens and organizations, opinions collected via the 1994 Montana Housing Survey, which was completed during FY94. The objectives were to identify how housing needs have changed over time, explore potential solutions or policies that would encourage the development of affordable housing, solicit ideas on how to improve Montana's housing situation, collect facility inventory data, report on the physical condition of dwelling units, and assess fair housing noncompliance.

In addition to assessing past surveys, several other agencies, entities, and parties were contacted and invited to provide input to the strategy development process. The Aging Services Unit of the Montana Department of Family Services was contacted regarding the housing and community development needs of the elderly in the state. As well, during HOME and CDBG application workshops, a CPS presentation was included.<sup>8</sup> Requests for input to the CPS were placed before the workshop participants. The Developmental Disabilities Division of the Department of Social and Rehabilitation Services was consulted for information regarding the housing and service needs of persons with developmental disabilities.

Representatives of the Montana LEAD program were also consulted. Here, the group provided a status report on the Montana Childhood Lead Poisoning Prevention Program, which includes the plan for medical case management of lead poisoned children. Data was provided on the progress and results of lead screening activities around the state. A representative from the Montana LEAD State Advisory Committee was contacted for additional details as to their planned activities, grant applications, and progress in assessing and abating lead hazards in child-occupied housing. The MDHES STD/AIDS division assisted in ascertaining the prevalence of AIDS in the population and the survival rate. The Department of Corrections and Human Services' Mental Health Division has also been consulted for an assessment of the housing needs of the mentally ill in Montana.

The needs of homeless people were studied over the past two years by the Department of Social and Rehabilitation Services (SRS). SRS provided the results of a research project they sponsored. The report, *The Sheltered Homeless in Montana*, May 1993, detailed the service and housing needs expressed by homeless people and by shelter directors. The raw survey data was reviewed in greater detail for additional perspective in identification of the needs of unsheltered homeless persons during FY94. The SRS initiated additional study of unsheltered persons throughout the state. Unsheltered homeless persons were interviewed in six Montana cities during fall 1994. Some interviews were conducted by Human Resource Development Councils (HRDCs). Individuals from a homeless advocacy group, Homeless Organization Mandating

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<sup>8</sup> Earlier in the calendar year, some presentations cast the planning process as a CHAS, rather than CPS process. This was due to uncertainty about the CPS proposed rules.



Equality (H.O.M.E.) were utilized to count unsheltered homeless in Helena and Missoula. The survey focused on uncovering why the interviewees were homeless, defining their demographic characteristics, assessing their attitudes and background, and probing for needs. It was designed to better understand the reasons for their homelessness and to plan to provide for their immediate needs in a more effective manner.

#### 4) ADVISORY AND POLICY FORMATION FUNCTIONS

Throughout the year, MDOC has interacted with other agencies and organizations in keeping with CHAS and CPS commitments and the desire to facilitate the development of refined housing strategies. MDOC has maintained its commitment to informing others of their responsibility to participate in the CPS process and to enhancing the ability of others to promote housing in local communities. In previous years, MDOC sought and received broad-based support for a "team" approach to addressing housing needs and founded the CHAS Steering Committee. That Steering Committee was composed of state and local government housing officials, advocacy groups, and interested citizens. During the early CHAS development process, the Steering Committee was active in recommending policy and actions. Exhibit 1, below, presents the members of the FY94 CHAS Steering Committee.

### EXHIBIT 1 1994 CHAS STEERING COMMITTEE

Mr. Newell Anderson, Administrator  
Local Government Assistance Division  
Montana Department of Commerce  
1424 Ninth Avenue  
Helena, MT 69620-0646

Mr. Gus Byrom, Program Manager  
CDBG Program  
Montana Department of Commerce  
1424 Ninth Avenue  
Helena, MT 69620-0646

Mr. Dave Cole, Chief  
Community Development Bureau  
Montana Department of Commerce  
1424 Ninth Avenue  
Helena, MT 69620-0646

Ms. Kathleen Fleury  
Indian Affairs Coordinator  
Room 202, State Capitol Bldg.  
Helena MT. 59620

Mr. Dave Gentry  
Housing & Assistive Tech. Coordinator  
Summit Independent Living Center  
1900 Brooks 120  
Missoula, MT 59801

Ms. Nancy Griffin, Executive Director  
Montana Building Industry Association  
Suite 4D, Power Block Bldg.  
Helena, MT 69601

Mr. Paul Groshart, President  
c/o Richland County Housing Authority  
National Assoc. of Housing & Redevel. Officials  
1032 Sixth Street Southwest  
Sidney, MT 59270

Ms. Sharon Haugen, CPS Coordinator  
Housing Assistance Bureau  
Montana Department of Commerce  
1424 Ninth Avenue  
Helena, MT 59620-0646

Ms. Jane Jelinski, President  
Montana Association of Counties  
Gallatin County Commissioners  
311 West Main, Room 307  
Bozeman, MT 69716

Ms. Christina Medina, Director  
Montana Low Income Coalition  
43 North Jackson  
Helena, MT 59601

Mr. Robert McLaughlin, President  
MT HRDC Directors' Association  
111 West 11th  
Havre, MT 59601

Mr. Jim Nolan, Chief  
Intergovernmental Human Services Bureau  
Social and Rehabilitation Services  
111 Sanders Street, SRS Building  
Helena, MT 69620

Mr. Bob Panceich  
Board of Investments  
555 Fuller Avenue  
Helena, MT 59620-0126

Mr. Dave Parker  
HOME Program Manager  
Montana Department of Commerce  
1424 Ninth Avenue  
Helena, MT 59620-0646

Mr. Charles Rehbein, Aging Coordinator  
Governor's Office on Aging  
48 N Last Chance Gulch  
Helena, MT 59620

Ms. Patricia Roberts, Program Manager  
Census and Economic Information Center  
Montana Department of Commerce  
1424 Ninth Avenue  
Helena, MT 59620-0646

Mr. Al Sampson, President  
Montana League of Cities and Towns  
City Hall, 436 Ryman St.  
Missoula, MT 59802

Mr. George Warn, Chief  
Housing Assistance Bureau  
Montana Department of Commerce  
1424 Ninth Avenue  
Helena, MT 59620-0646

In particular, MDOC continues to be instrumental in advising existing and potential nonprofit entities on ways to form Community Housing Development Organizations that subsequently can be certified by MDOC. Only local units of government (cities, towns, and counties) and CHDOs are eligible to apply for HOME grant funds, under the HUD-approved program description. An MDOC-certified CHDO can apply for set-aside funds under the HOME program. MDOC has certified 16 nonprofit organizations as CHDOs. These organizations are:

- Action for Eastern Montana, Glendive;
- District VI Human Resources Development Council, Lewistown;
- District VII Human Resources Development Council, Billings;
- District IX Human Resources Development Council, Bozeman;
- District XI Human Resources Development Council, Missoula;
- District XII Human Resources Development Council, Butte;
- Montana People's Action, Billings;
- Montana People's Action, Missoula;
- Neighborhood Housing Services, Inc., Great Falls;
- Northwest Montana Human Resources, Inc., Kalispell;
- Opportunities, Inc., Great Falls;
- District IV HRDC, Havre;
- Ravalli Services Corp., Hamilton;
- Missoula YWCA, Missoula;
- Women's Opportunity and Resource Development (WORD), Missoula; and
- Rocky Mountain Development Council, Helena.

## **5) INCREASE PUBLIC AWARENESS OF THE CITIZEN INVOLVEMENT PROCESS**

Actions were taken in the past fiscal year by Montana to promote awareness of the planning portions of the CPS development process. One was the operation of the Governor's Task Force on Housing, which reviewed many facets of the housing situation in the state and intends to place legislative actions before the upcoming legislature.

### **THE PLANNING PROCESS**

The Consolidated Plan has been developed through public input solicited at meetings throughout the state. Some occurred prior to development of the draft report, thereby collecting distinct issue input. Others were held after the release of the draft report, allowing interested parties an opportunity to review how the strategy is presented. These meetings were scheduled at times and locations that encouraged broad citizen participation.

### **QUANTITATIVE ANALYSIS IN SUPPORT OF THE PLAN**

In addition to direct public input to the Consolidated Plan process, development of the plan included thorough analysis of quantitative data in the form of surveys, employment and income data, census data, forecast data, and past applications for program funding. Three surveys were completed for the FY 1994 Comprehensive Housing Affordability Strategy (CHAS)

process: *Survey of Montana's Housing Needs*; *Montana Housing Opinion Survey*; and *The 1993 Montana Housing Survey*. Additional data and analysis of these surveys was conducted for the Consolidated Plan process.

The *Survey of Montana's Housing Needs* collected data regarding housing condition, cost, supply, and need from a sample of persons on the FY 1993 CHAS distribution list (the list of persons who had been sent copies of the FY 1993 CHAS). The *Montana Housing Opinion Survey*, which also used the distribution list, focused on perceived obstacles to creating affordable housing related to land use and zoning regulations. The *1993 Montana Housing Survey* solicited opinions on housing from a random sample of nearly 4,000 Montana citizens.

Assessment of homelessness in Montana was further supplemented by additional analysis of a sheltered homeless survey conducted by the Montana Department of Social and Rehabilitation Services in 1992. Also, the SRS implemented a survey of *unsheltered* homeless persons, typically a difficult population to reach, during fall 1994. Over 80 responses to individual interviews were completed in six towns throughout the state. This data has been analyzed and is presented in the CPS.

Employment, income, and demographic data from both the Bureau of Economic Analysis and Census Bureau was utilized to provide a firm basis for needs assessments and other portions of the plan. The data was used in a county- and state-level data book prepared for the Local Government Assistance Division. Information on past applications for funding under the CDBG, HOME, and ESG programs was incorporated in the process.

## PUBLIC INPUT TO THE PLAN

It is imperative that we understand the role and function of the Consolidated Plan. Therein lie the guidelines by which the three HUD formula programs will be operated, the general program activities that are consistent with the plan, and the resources anticipated to be made available for the plan's anticipated activities.

Several Consolidated Plan development meetings were held in the fall of 1994, prior to the development of the draft plan. The first meeting was held on September 20, 1994, at Big Sky, Montana, with the Montana Association of Counties. This was followed by an October 6 meeting in Butte with the Montana League of Cities and Towns. In each of these cases, public input on the development of the consolidated plan was taken. The citizen participation process is described in Volume 2 of this plan.



## **CONSOLIDATED PLAN PROGRAMS**

### **Home Investment Partnerships Program (HOME)**

The HOME program, administered by the Housing Assistance Bureau of MDOC, was created under Title II (the Home Investment Partnerships Act) of the 1990 National Affordable Housing Act. The program expands the supply of decent, affordable housing for low- and very low-income families; builds state and local capacity to design and carry out affordable housing programs; provides financial and technical assistance to participating jurisdictions, including model program development; and strengthens partnerships among all levels of government and the private sector in the development of affordable housing.

The program allows a wide range of eligible activities. Eligible activities include tenant-based rental assistance; assistance to first-time homebuyers; property acquisition; new construction; reconstruction, relocation, or demolition; moderate or substantial rehabilitation; site improvements; and other activities to develop nonluxury housing.

All metropolitan cities (except Billings), urban counties, contiguous units of local government, and CHDOs (Community Housing Development Organizations, certified nonprofit organizations) are eligible to apply for HOME funds under the program administered by MDOC. A formula allocation of funds is distributed to each state and eligible city. MDOC and the City of Billings are the only participating jurisdictions in the state. No other cities in the state are large enough to qualify as a participating jurisdiction under HOME. Fifteen percent of funds are set aside for programs owned, developed, or sponsored by CHDOs. HOME funds are distributed on a competitive basis. All HOME funds must assist families below 80 percent of the area median income.

### **Community Development Block Grant Program**

Montana administers nonentitlement CDBG funds through the Community Development Bureau of MDOC. The state makes grants only to units of general local government that carry out community development activities. Montana's Community Development Block Grant Program is a federally funded competitive grant program designed to help communities of less than 50,000 population with their greatest community development needs. Eligible applicants are limited to general purpose local governments. All projects must principally benefit low- and moderate-income persons.

The primary objective of the CDBG program is to develop viable communities by providing decent housing and a suitable living environment and by expanding economic opportunities for persons of low and moderate income. Seventy percent of the funds must be used for activities that benefit low- and moderate-income persons.

The basic categories for local community development projects are housing, public facilities, and economic development. The CDBG program provides grants to carry out a wide range of community development activities directed toward housing and neighborhood revitalization, economic development, and improved community facilities. Some of the activities that can be carried out with CDBG funds include the acquisition of real property; rehabilitation of residential and nonresidential properties (including special facilities for the handicapped); construction of new, affordable housing (when sponsored by a nonprofit organization); provision of public facilities and improvements such as water and sewer or solid waste facilities or senior citizen centers; and assistance to for-profit businesses to help with economic development activities that will result in the creation or retention of jobs.

Regarding the housing category, CDBG funds are most often used to make low or no interest loans to low- and moderate-income families to allow them to rehabilitate homes in substandard condition. CDBG funds can also be used to finance or subsidize the construction of new permanent residential units where the CDBG funds will be used by a local nonprofit organization. Housing projects can include site improvements to publicly owned land or land owned by a nonprofit organization to be used for new housing. Transition housing is eligible under the public facilities category. The acquisition of sites for new housing and conversion of existing nonresidential structures for residential use are also eligible CDBG housing activities. A new eligible activity includes homebuyer assistance to expand home ownership among low- and moderate-income persons. These activities include the subsidy of interest rates and mortgage amounts for low- and moderate-income homebuyers, financing the acquisition of housing that is occupied by the homebuyers, providing up to 50 percent of any down payment required, or paying reasonable closing costs.

### **Emergency Shelter Grant Program**

Emergency Shelter Grants, administered by the Family Assistance Division, are to help improve the quality of existing emergency shelters for the homeless, make available additional shelters, meet the costs of operating shelters, and provide essential social services to help prevent homelessness. The grants are 100 percent funded by the U.S. departments of Health and Human Services and Housing and Urban Development; but, they required a 50 percent match that can be considered "soft" (e.g., volunteer, other in-kind matches). According to federal law, 90 percent of funds received must be allocated to the 10 regional Human Resource Development Councils (HRDCs). The grants fund the renovation, rehabilitation, or operating costs of homeless shelters, and the provision of follow-up and long-term services to help homeless persons escape poverty. Shelters to be assisted and service to be delivered are determined by the individual HRDCs receiving the allocated funds. In relative terms, these funds are small in comparison to Montana's HOME and CDBG funding allocations.



## CONTENTS OF CONSOLIDATED PLAN

In addition to developing an annual plan for the state, the Consolidated Plan is designed to meet the requirements set forth by the Department of Housing and Urban Development and various housing and community development acts passed by the U.S. Congress. This document will be used by federal agencies to make appropriation decisions regarding resources made available to Montana for addressing issues related to affordable housing, homelessness, and community development needs. Its importance cannot be underestimated.

In requiring the CPS, HUD has not provided specific guidelines regarding its format, organization, or content. This plan is being submitted under proposed rules released by HUD in August 1994, with final rules and respective interpretation yet to be issued. Still, in order to make the document more practical, it has been split into two volumes. The first volume contains narratives and data relating to three major sections: 1 > the State Profile; 2 > Housing, Homeless, and Non-Housing Community Development Needs; and 3 > Priority Needs, Objectives, and Strategies. The second volume, or Annual Plan, will be updated each year with current data and issues. It includes the State's Annual Plan, individual program applications guidelines, pertinent certifications, and monitoring narratives. It also includes a summary of the Citizen Participation Process and public comments that have been received, a glossary, and a list of references.

Therefore, depending upon information needs, the reader may wish to consult only certain portions of the document, or just a portion of one of the volumes. For this reason, the following succinctly summarizes the content of each major part of the Consolidated Plan.

### Volume I

**Executive Summary** -- Briefly reviews the programs, the size of priority needs estimated to be experienced over the five-year planning horizon, available resources, and actions planned for the upcoming year.

**State Profile** -- Includes the executive summary, introduction, economic and demographic profiles of the state, housing market analysis, infrastructure analysis and conditions, and details on the institutional structure through which the plan has been created and will be carried out.

**Housing, Homeless, and Non-Housing Community Development Needs** -- Includes a five-year economic and demographic forecast, estimates of housing need for various groups, analyses of homeless needs and non-homeless community development needs, and economic development activities.

**Priority Needs, Objectives, and Strategies** -- Describes the State's priorities for assistance and resource allocation, program resources available, affordable housing needs, homeless

needs, non-housing community development needs, objectives, barriers to affordable housing, lead-based paint hazards, anti-poverty strategy, institutional structure, and interagency coordination for implementation of the plan.

## Volume II

**Annual Plan** -- Details on the State's method for distributing funds, and the program application guidelines for the HOME, CDBG, and ESG programs.

**Certifications** -- Incorporates the certifications for the CPS in general and for the HOME, CDBG, and ESG programs in particular.

**Monitoring Activities** -- Includes information on project management procedures and activities to further compliance with fair housing laws and regulations.

**Summary of the Citizen Participation Process** -- Describes the State's Citizen Participation Plan, and incorporates a summary of all received citizen comments.

**Glossary** -- A glossary of terms used in the document to help the reader better understand the content of the CPS.

**List of References** -- A list of the sources used in development of the Consolidated Plan.





## I. STATE PROFILE

### I.A. ECONOMIC AND DEMOGRAPHIC PICTURE OF THE STATE

Montana is the fourth largest state in land area. The population density of areas around Montana ranges from a high of 3,470 people per square mile in Great Falls, to a low of 0.31 per square mile in Petroleum County, as reported in the 1990 Census. This underscores the diversity of housing, public facility, and community development conditions throughout. With about 800,000 people, the state has only two entitlement areas:<sup>9</sup> Billings and Great Falls. While the entitlement areas are required to submit separate Consolidated Plan documents under the National Affordable Housing Act of 1990 (as well as other legislation), characteristics of Billings and Great Falls have been integrated into portions of the county and statewide analysis presented herein.

The following discussion presents historic economic data and trends within Montana; as well, succinct comparisons to neighboring states are provided. This first step in the analysis addresses the health and viability of various industries within the states and offers perspective regarding long-term economic viability of historically key industries.

#### 1. ECONOMIC PROFILE

##### a. MONTANA'S ECONOMIC STRUCTURE

The health of an economy is determined, to a large degree, by the ability of one or more economic sectors to capture income from outside the area. The key notion is that income must flow from outside to inside the state. Activities that can bring income into Montana are basic industry because income is received from the export of a product or service. Workers in these exporting industries spend their earnings locally, thereby generating additional, indirect economic activity. This indirect activity is termed *nonbasic* industry. The more times that income is spent within the state, and spent again, the more the state's economy becomes integrated.

People often define economic base only in terms of jobs, as an employment classification system that includes manufacturing, mining, agriculture, some forms of construction, and federal government employment. But the focus on employment as the central feature in defining the economic base overlooks one very important thing: some "basic" components of the economy do not necessarily involve employment.

For example, if many retirees living off their retirement investments reside in the area, income still flows from outside and into the area. While the retiree is not employed, serving the demands of the retired population creates jobs and additional local income. Also, income distributed to those who may be supported by forms of welfare, or "transfer payments," can be considered basic because income also flows from outside to inside the area. This in turn causes

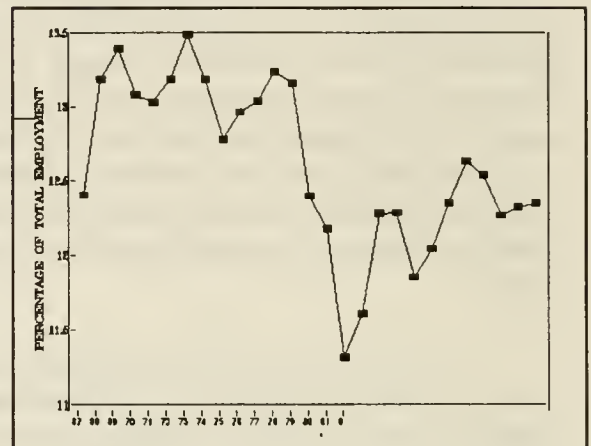
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<sup>9</sup> Metropolitan areas with populations of 50,000 or more.

demand for goods and services and results in nonbasic employment. It is income that drives economic activity.

A healthy economy is constructed upon two main building blocks: earned income from exporting industries, and "unearned income" from dividends, interest, rents, and government transfer payments. To translate the total basic income flow into a nonbasic flow, one must measure the relationship between these two concepts. This ratio is called a multiplier. A unit rise or fall in basic income will tend to have a proportional impact on nonbasic income. The higher paying the basic sector job (or per capita unearned income source), the greater the nonbasic impact.

**DIAGRAM 1**  
**NONBASIC/BASIC MULTIPLIER**



As the state's economy becomes more advanced and integrated, income leaks out of the area more slowly: products and services previously imported will begin to be supplied locally. More people will enjoy the benefits of the basic income. When an economy is in decline, the reverse will occur. As basic sector income leaves the community, nonbasic income will be lost at an increasing rate. The multiplier is not a fixed relationship, it rises as the number of economic transactions rise, and falls as transactions decrease. Furthermore, as an area declines and higher paying jobs are lost, unearned income sources will not be sufficient to maintain previous standards of living. Diagram 1, above, presents the nonbasic/basic multiplier for Montana.<sup>10</sup> As can be seen, since the 1977 peak, the state's economy has become much less dynamic.

This economic base analysis stresses the importance of open markets: what is demanded elsewhere (or outside of Montana) is critically important. If Montana's economic base is diversified, it is relatively protected from wide fluctuations in demand for any one of its export goods or services. However, if it is overly dependent upon a single basic sector, or type of industry, it is at the mercy of fluctuations in demand for that sector's good or service.

Historically, the state's economy has been dependent upon the health and viability of resource-based industries. Unfortunately, many of these industries are being swept by technological change, declining health, or are suffering from stagnant economic conditions. These ailments can be attributed to two primary things: structural change and dwindling resources. Their health has significantly affected the nonbasic/basic multiplier -- that indicator of economic well-being.

<sup>10</sup> This multiplier was derived by assuming that income derived from agriculture, mining, manufacturing, and all federal employment is considered basic. This multiplier, while also including 50 percent of all service and retail trade, is not scientifically precise. It is presented here as illustrative of the changing economic structure of the state.

The term "structural change" here refers to long-term economic change as opposed to short-term fluctuations normally associated with the business cycle. This dynamic process is occurring at a global level because of changes in technology, communications, and consumer preferences. These changes have helped to stimulate consolidation and mechanization, rapid development of world markets, and increased manufacturing of goods in lower wage areas. Dwindling resources refers to the raw material base so long enjoyed by Montanans. One example of dwindling resources pertains to forest management practices (currently under review); anticipated harvests from federal timber lands are expected to decline. University of Montana studies have forecast declines as large as 50 percent in northwestern Montana's lumber and wood products employment over the next 10 years.

Employment and earnings derived from agriculture remain speculative, at best. As well, mining industries are moving much further toward mechanization, and older existing facilities are closing in the face of increasing environmental constraints. With the current federal administration beginning review of the 1872 mining laws, development activity in the hard rock mining sector is anticipated to be further impacted. These conditions imply an increasing risk of economic hardship for many Montana citizens.

**TABLE 1**  
**HISTORIC EMPLOYMENT IN MONTANA**

1,000s OF JOBS														
YEAR	FARM	AFF	MIN	CONST	MFO	TCPU	WHOLE	RETAIL	FIRE	SRVC	FED C	FEO M	S&LO	TOTAL
1967	41.04	2.23	5.63	15.47	23.48	18.41	9.42	45.38	11.27	47.65	12.36	15.22	35.37	282.93
1968	38.78	2.40	5.65	14.78	23.93	18.35	9.60	46.07	11.55	48.49	11.71	12.40	36.70	280.41
1969	36.71	2.28	7.03	14.52	25.70	18.86	10.47	49.14	19.17	51.65	11.80	11.17	37.95	296.45
1970	36.49	2.40	7.26	14.97	25.36	18.90	10.75	49.74	18.53	52.61	12.03	11.32	39.18	299.52
1971	36.96	2.65	6.08	15.68	25.05	18.98	10.88	51.36	18.24	54.79	11.84	11.43	41.58	305.54
1972	36.38	2.98	6.91	17.68	25.52	19.91	11.76	53.46	18.47	58.30	12.38	11.24	42.34	317.31
1973	35.94	3.10	7.50	18.88	25.91	20.67	12.22	56.51	20.88	61.37	12.20	11.66	43.79	330.62
1974	37.04	3.33	8.11	19.23	25.92	21.84	12.93	58.55	21.84	63.19	13.00	11.79	45.79	342.56
1975	33.82	3.21	7.27	18.99	24.65	21.81	15.63	57.49	21.75	65.47	13.54	11.22	47.71	342.55
1976	31.93	3.31	6.94	20.86	25.74	22.40	16.37	62.10	23.16	71.63	13.42	10.74	48.63	357.23
1977	30.41	3.40	7.24	23.22	27.32	23.37	16.92	64.93	24.66	75.59	13.24	10.18	49.78	370.23
1979	30.52	3.65	8.26	24.97	28.83	24.85	17.65	70.00	24.91	80.56	13.84	10.10	51.16	389.29
1979	32.17	3.56	8.75	23.86	29.05	26.34	18.52	70.50	24.82	82.31	14.00	9.79	51.24	394.89
1980	31.61	3.65	9.74	22.26	26.30	26.29	18.81	68.84	25.20	83.72	13.95	9.17	51.89	391.45
1981	31.27	3.93	12.53	21.05	25.11	26.40	19.14	69.65	26.15	84.75	13.64	9.21	51.04	393.88
1982	30.74	4.00	10.56	22.05	22.39	25.84	18.26	70.14	26.51	86.34	13.13	9.32	50.58	389.85
1983	32.97	4.45	8.77	22.86	24.23	24.52	18.02	71.36	26.78	89.74	13.05	9.58	51.17	397.49
1984	31.89	4.85	9.16	23.16	24.98	25.58	18.34	73.65	27.26	94.02	12.85	9.32	52.20	407.26
1985	31.86	5.13	8.03	21.49	24.29	25.49	17.50	72.78	27.04	97.18	12.86	9.59	52.58	405.88
1986	31.98	5.25	7.01	20.08	23.76	24.41	16.12	71.40	26.74	99.61	12.69	9.47	53.19	401.71
1987	32.34	5.73	6.97	18.18	23.48	23.84	15.84	72.05	25.89	102.97	13.16	9.70	52.76	402.91
1988	31.60	5.92	7.23	18.29	23.94	23.75	15.69	74.50	27.30	107.84	13.55	9.82	53.69	413.11
1989	31.40	5.68	7.16	19.05	25.07	24.02	16.48	76.66	26.74	109.22	13.78	10.56	54.36	420.17
1990	31.28	5.94	7.13	19.62	25.01	24.21	16.69	78.47	27.37	114.14	13.86	10.66	56.00	430.38
1991	30.81	5.97	6.75	19.85	24.43	25.15	17.06	80.36	26.26	115.42	13.19	10.44	57.22	432.91
1992	30.48	6.03	6.68	21.02	25.47	25.07	17.44	83.59	26.75	120.92	13.57	10.34	59.14	446.47

These two key economic trends, structural change and a shrinking resource base, have had sweeping impact on the people of Montana, various sectors of the state's economy, and the relative sizes of different sectors of the economy. For example, for nearly 30 years, Montana's



farm employment has declined, from about 41,000 in 1967 to 28,710 in 1993. This is presented in Table 1, above. As a percent of total employment, agriculture has fallen from a high of nearly 15 percent to below 7 percent. While holding steady from around 1978 through 1987, it again has begun to decline. This relationship is present in Diagram 2, at right.

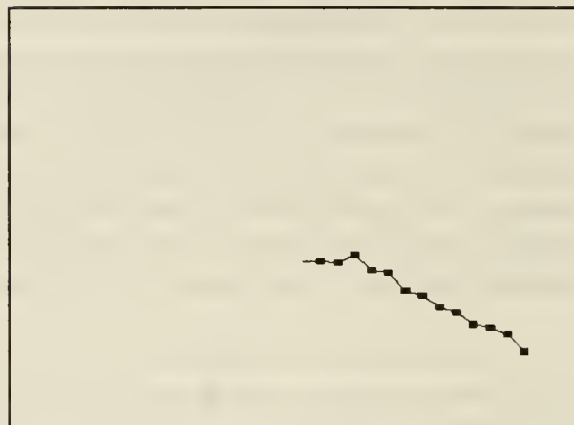
Montana's other core industrial sectors, mining and manufacturing, have seen their own share of ups and down over the years. Table 1 shows that mining grew until 1981, but has since slid continuously, falling to less than one half its 1981 level of employment. Diagram 3 presents the respective share of total employment for the mining sector over the 1967 through 1993 period.

A similar set of conditions has occurred for the manufacturing sector. Table 1 demonstrates that while manufacturing began in 1967 with about 23,500 employees and rose to just over 29,000 in 1979 (a peak lumber and wood products production year), employment has fallen off to around 25,360 in 1993. An interesting note regarding the manufacturing employment in Montana over the 27-year history is that manufacturing's share of total employment has fallen mostly on a continuous basis, from a peak of over 8.5 percent to its current low of about 5.5 percent. This data is pictorially demonstrated in Diagram 4, at right.

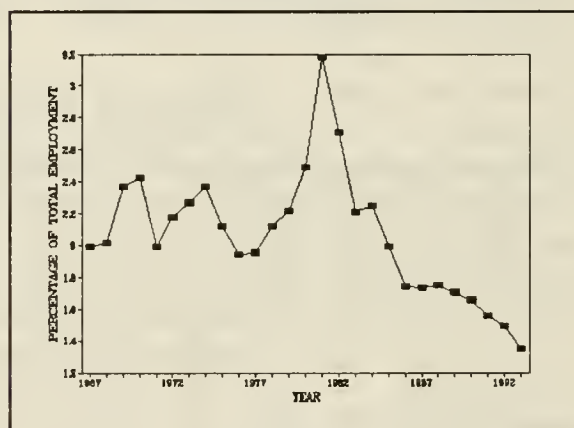
While Montana has seen a decrease in the relative size of these sectors, associated with the production of goods, it has experienced a significant increase in the relative size of those sectors involved with the production of services, retail and wholesale trade, and similar non-industrial activities.

Table 1, presented earlier, shows that retail employment has nearly doubled over the

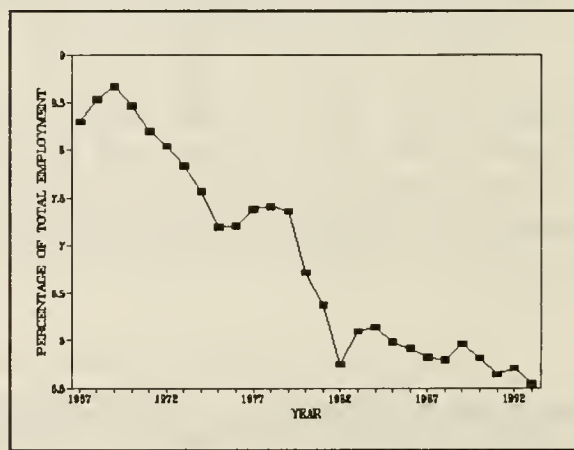
**DIAGRAM 2**  
**MONTANA FARM EMPLOYMENT**



**DIAGRAM 3**  
**MONTANA MINING EMPLOYMENT**



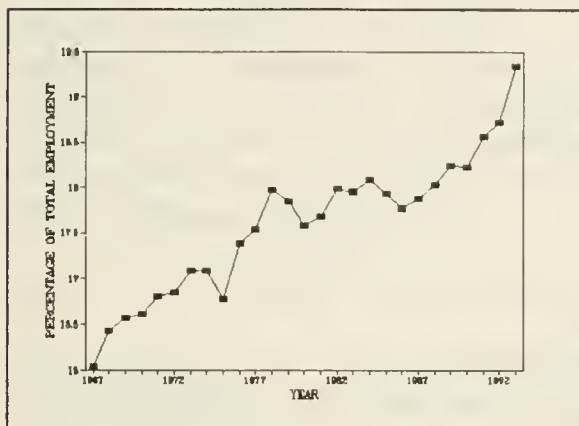
**DIAGRAM 4**  
**MONTANA MANUF. EMPLOYMENT**



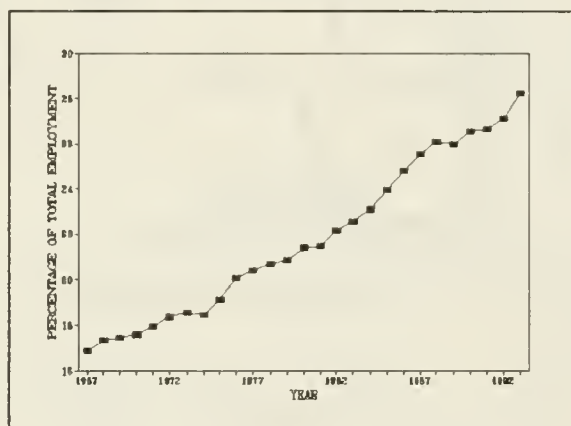
1967-93 period, from 45,380 to about 88,450 in 1993: a 2.6 percent annual growth rate. Services have expanded even more quickly; a 3.91 percent annual growth rate has pushed this sector up from 47,650 in 1967 to around 129,230 in 1993.

The trend toward an increase in the relative size of the service (and retail) sectors of the economy is illustrated by diagrams 5 and 6, below. Together these two sectors are approaching 50 percent of all wage and salary employment.

**DIAGRAM 5**  
**MONTANA RETAIL EMPLOYMENT**



**DIAGRAM 6**  
**MONTANA SERVICE EMPLOYMENT**



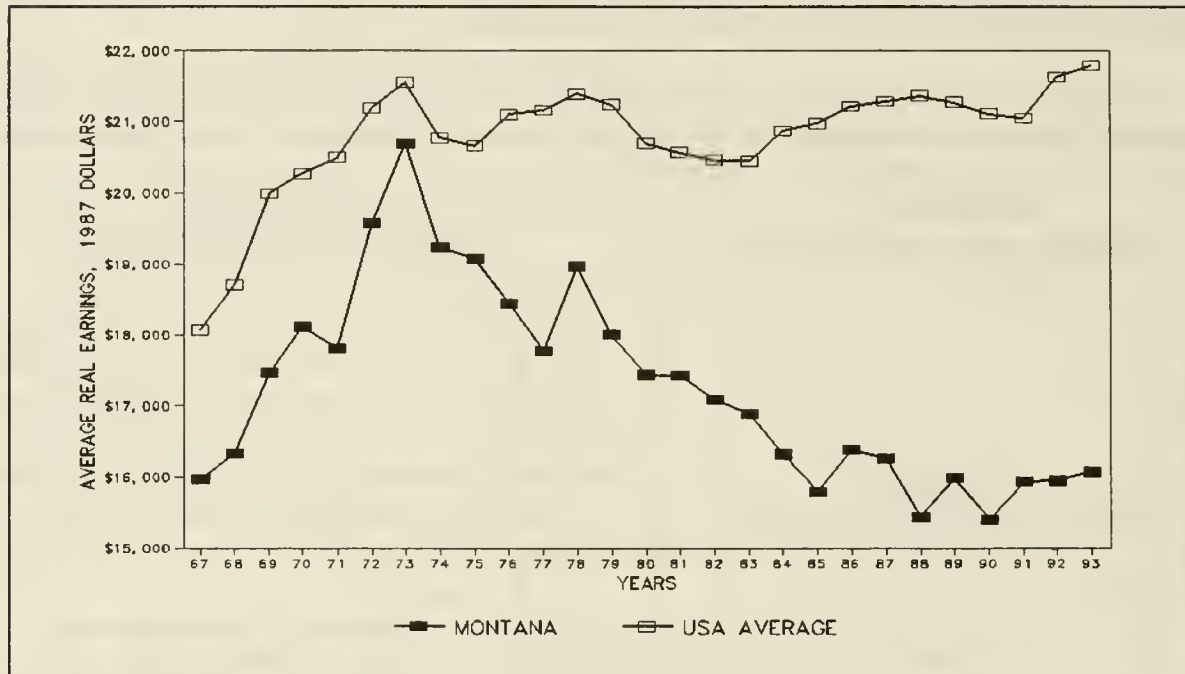
While pushing 50 percent of all jobs, wages in these sectors have yet to strike 40 percent of wages earned in the state. In fact, both sectors offer an average wage well below Montana's 1993 average real wage of \$16,068. This lower wage "mix effect" helps to explain why Montana's average wage in 1967, \$15,974, is only marginally less than today's \$16,088. While once better off, the average rate of pay in all of Montana's industries has been declining steadily since the early 1970s, as Diagram 7, on the following page, demonstrates. Furthermore, it has continued falling far below the national average of \$21,799; a vast and increasing disparity persists.

Job losses of higher paying positions and higher growth of lower paying positions is further highlighted in Table 2, below. Annual earnings in agriculture are very low, manufacturing has gained little, and mining has grown in a healthy fashion, but not enough to offset job losses in these sectors. Ironically, federal civilian employment has shown the greatest increase across all business sectors, rising nearly 35 percent over the historic period. It is now the second highest wage category, next to mining.

## **b. MONTANA AND ITS NEIGHBORS**

Montana and its neighboring states of Idaho, South Dakota, North Dakota, and Wyoming have similar socio-economic origins. Each of the five states have undergone structural change and together have experienced significant stress in their traditionally industrial

**DIAGRAM 7**  
**AVERAGE EARNINGS IN MONTANA AND THE USA**



**TABLE 2**  
**HISTORIC EARNINGS BY INDUSTRY - MONTANA**  
AVERAGE EARNINGS PER EMPLOYEE - REAL 1987 DOLLARS

YEAR	FARM	AFF	MIN	CONST	MFG	TCPU	WHOLE	RETAIL	FIRE	SRVC	FED C	FED M	S&LG	AVG
1967	14270	8143	24036	22332	21298	23465	22704	12970	15971	12150	21167	11271	14048	15974
1968	15005	8050	24002	23261	21960	24280	22676	12941	16345	12154	22564	11607	14088	16335
1969	19793	13320	23966	25267	22381	25749	24096	13985	10635	13653	23586	11099	14911	17460
1970	22871	12717	24431	26226	22371	26138	24004	13955	10893	13814	25635	11884	15349	18120
1971	18709	13351	24896	26279	22921	27293	24110	14067	11910	13665	26648	12142	15895	17822
1972	29143	14547	25959	27239	23632	28431	24345	14463	12244	13833	27701	13276	16229	19570
1973	39397	15671	27049	26374	24016	29073	24823	14662	11086	13854	28566	13618	16644	20698
1974	28101	15384	29332	26015	24178	28511	25078	14191	10137	13580	27599	12891	16262	19228
1975	24356	15087	32521	26578	24709	28337	25365	14067	10692	13996	28693	12491	16886	19076
1976	13618	15982	30840	28314	25574	30442	25399	14158	11603	14454	27800	12847	17309	18448
1977	3697	11532	31228	28040	27229	30431	24970	13862	11490	14932	27745	12472	17362	17781
1978	16524	10721	31685	27663	28114	30652	25287	13656	12293	15096	26967	12150	17285	18953
1979	5292	11118	33885	26435	28728	30330	25117	13312	12525	15121	26645	11657	17373	18007
1980	4933	8811	35455	25960	27432	29400	24869	12650	12064	14732	25859	11334	16931	17444
1981	7867	8033	34227	24106	26845	29266	24295	12224	11454	14705	26187	11579	17156	17428
1982	7604	7435	33920	22703	25932	29802	23853	12048	10630	14578	26081	11785	18019	17083
1983	7229	9764	31754	21676	25561	29841	23191	12429	11180	14475	26441	11805	18435	16890
1984	1363	10144	30026	20284	25801	29632	23048	12447	10519	14509	27102	11480	18403	16325
1985	-3003	9808	30559	20690	25293	28752	22523	12496	9942	14452	27368	11424	18594	15796
1986	7936	8842	29134	21176	25142	28290	22270	12298	9882	14524	26356	11600	18232	16384
1987	9528	10894	28382	20169	24636	27760	21989	11579	11213	14388	26233	11587	18109	16257
1988	3518	9071	28952	19261	23798	26682	21632	11231	10932	14198	27032	11791	17579	15438
1989	12892	8979	28503	19501	23916	25761	21296	11099	9726	14329	26131	11955	17033	15987
1990	9833	9426	27042	18154	23117	24945	21053	10682	10095	14199	26165	11987	16682	15395
1991	14367	10322	31701	17998	23059	25649	21185	10662	10748	14177	27462	12391	16889	15933
1992	11408	10332	30546	19113	23079	26368	21597	10897	11058	14538	28030	12332	16998	15946
1993	11315	10482	31073	19410	23436	26738	21913	11049	11265	14743	28543	13112	16903	16068



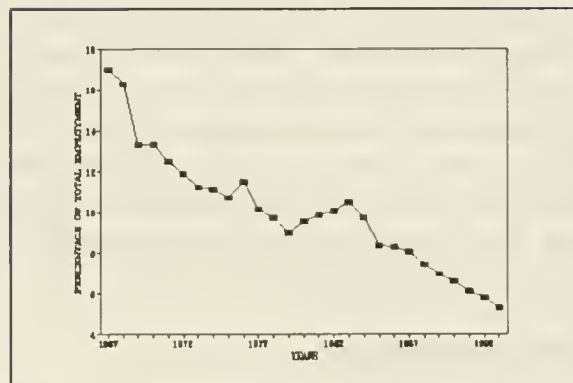
sectors; thereby resulting in fewer high wage sectors and propelling growth in lower wage sectors. Within this regional context, Montana is just one state that competes with its neighbors for growing and healthy industry, economic and infrastructure development, and even for a skilled labor force and educated population. Within this broader multi-state region, many resources are ubiquitous and producer markets transcend political boundaries. Therefore, a brief comparison of Montana's neighboring state situations will shed light on common problems and shared difficulties. The following discussion addressed the states of Idaho, North Dakota, South Dakota, and Wyoming.

## IDAHO

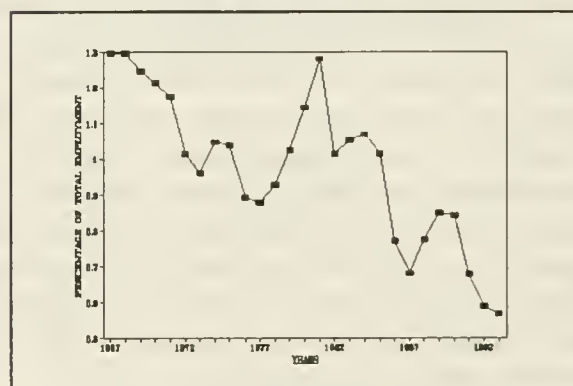
Idaho's core industrial sectors have performed similarly to their brethren in Montana. In 1967, approximately 15 percent of total jobs in both states were provided by the farm sector. Although Idaho has experienced more cyclical upturns in its farming sector, the percentage of total jobs provided by Idaho's farm sector has declined to 5.34 percent, from 49,370 people employed in 1967, to 31,820 in 1993. This is even lower than Montana's 1993 agriculture share of 6.28 percent.

Although Idaho has not always had the same statewide level of dependence on its mining sector, a small presence of mining remains in the state. Diagram 9 demonstrates that, over the long term, a decline similar to that experienced by Montana is present. Idaho mining employment, once 1.3 percent of total employment, has not experienced growth similar to the remainder of the economy and has fallen to 0.57 percent of total employment in 1993, or from 3,760 people employed to 3,390 people employed. As with Montana, Idaho's current mining employment market share is approximately half its 1967 level. Diagram 10 depicts a much more rosy picture for Idaho's manufacturing sector than what has occurred in Montana.

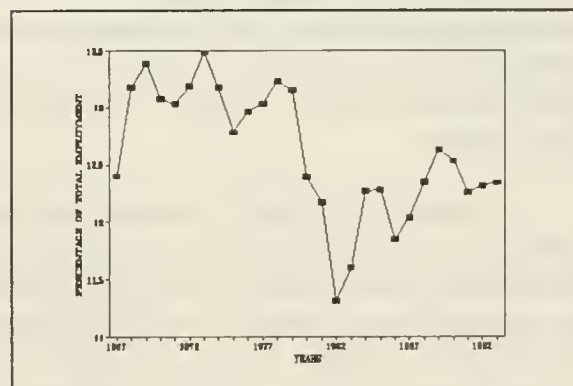
**DIAGRAM 8**  
**IDAHO FARM EMPLOYMENT**



**DIAGRAM 9**  
**IDAHO MINING EMPLOYMENT**



**DIAGRAM 10**  
**IDAHO MANUF. EMPLOYMENT**



While Montana's manufacturing labor market share has seen a nearly constant rate of decline since 1967, Idaho has experienced more cyclical fluctuations; since 1982, Idaho has experienced an upward trend in the percentage of jobs provided in the manufacturing sector. This means that with a rising percent share, manufacturing employment in Idaho is expanding at a faster rate than overall employment. This bodes well for prosperity in Idaho.

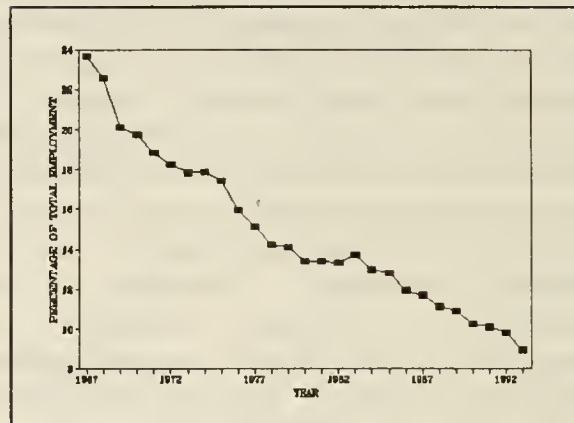
## SOUTH DAKOTA

South Dakota has historically been an agricultural state. Approximately 25 percent of South Dakota's jobs were provided by its farming sector in 1967. This is significantly higher than the 15 percent of total jobs provided by Montana's farm sector during that same year. Diagram 11 shows changes in percentage of total employment provided by South Dakota's farm sector from 1967 to the present. The graph indicates a rapid decline from 23.67 percent in 1967 to 8.93 percent in 1993. This number is only slightly higher than Montana's 1993 farm employment of 6.28 percent.

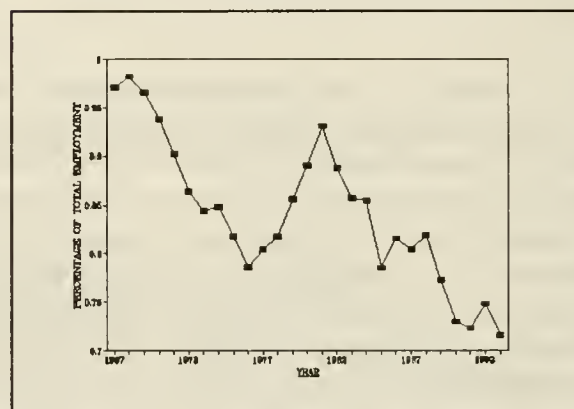
South Dakota has never had a well-developed mining sector. Diagram 12 depicts changes in the relative size of South Dakota's mining sector since 1967, actually varying between 0 percent and 1 percent of the employed labor market.

Diagram 13 depicts changes in South Dakota's manufacturing sector. There is a clear upward trend in percentage of total jobs provided by manufacturing. In 1967 only 5.5 percent of South Dakota's jobs were provided by the manufacturing sector. This number had increased to 9.62 percent by 1993; an increase from 15,430 total jobs to 41,660 total jobs. This means that South Dakota's manufacturing sector

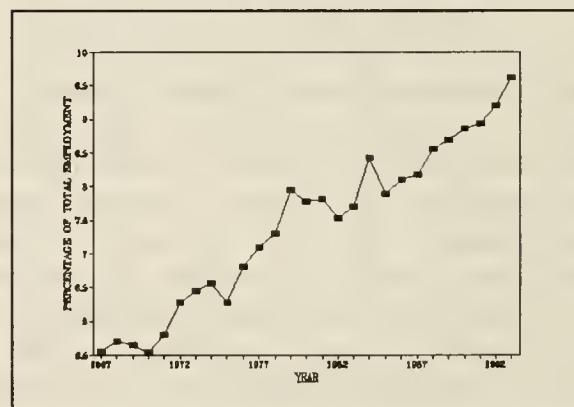
**DIAGRAM 11**  
**S.DAKOTA FARM EMPLOYMENT**



**DIAGRAM 12**  
**S.DAKOTA MINING EMPLOYMENT**



**DIAGRAM 13**  
**S.DAKOTA MANUF. EMPLOYMENT**



is gaining a larger share of total employment, thereby growing at a faster rate than total employment, and doing so consistently.

## NORTH DAKOTA

North Dakota is also an historically agrarian state, with close to 25 percent of jobs being provided by the farm sector in 1967. Diagram 14 depicts changes in the relative size of the state's farm sector since 1967. North Dakota's experience is like that of South Dakota, with a severe contraction in the agricultural sector so that by 1993 only 9.5 percent of the state's jobs were provided by the farm sector.

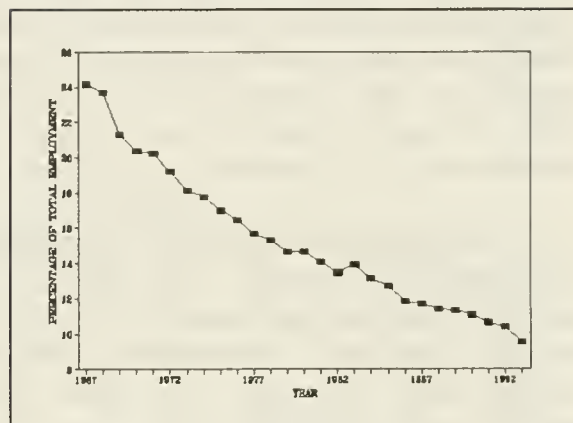
In 1967, North Dakota's mining sector comprised less than 1 percent of employment. During the 10-year period between 1978 and 1988, mining has played a relatively larger role in the state's economy. At its 1981 peak, mining accounted for just over 3 percent of total jobs in the state's economy. Diagram 15 depicts changes in the relative size of North Dakota's mining sector since 1967. North Dakota has seen a consistent decline in its mining sector employment share since the mid 1980s.

North Dakota does not have a historically strong manufacturing sector. Manufacturing provided only 3.18 percent of total jobs in 1967. That number has since increased slightly to its 1993 level of 5.32 percent. This means that although somewhat small in relative terms, North Dakota's manufacturing sector has expanded faster than total employment over the last 10 years.

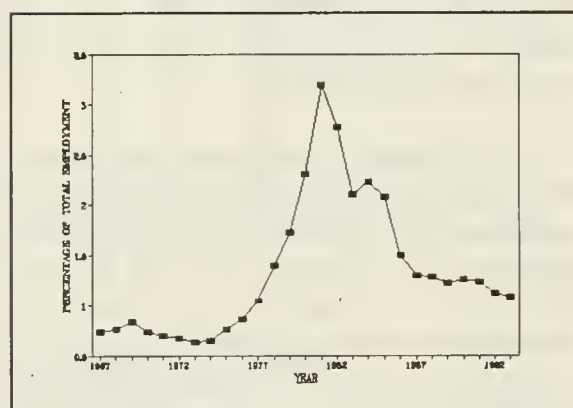
## WYOMING

Wyoming has historically been dependent on the mining and farming sectors of its economy. Just over 11 percent of the state's jobs

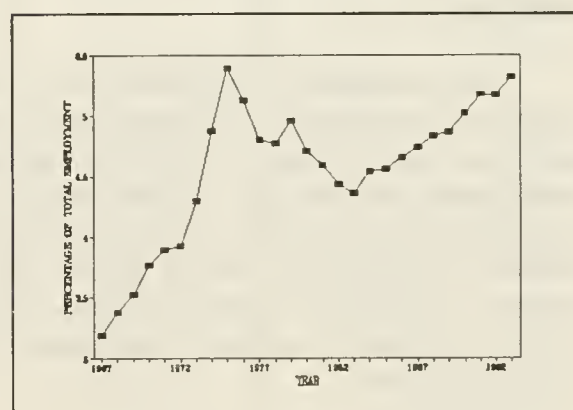
**DIAGRAM 14**  
**N.DAKOTA FARM EMPLOYMENT**



**DIAGRAM 15**  
**N.DAKOTA MINING EMPLOYMENT**



**DIAGRAM 16**  
**N.DAKOTA MANUF. EMPLOYMENT**





were provided by the farm sector in 1967. As we would expect, Wyoming has experienced a contraction in agricultural employment. Diagram 17 depicts changes in the percentage of jobs provided by the Wyoming farm sector since 1967. The graph indicates a steady decline to the current level of 4.3 percent.

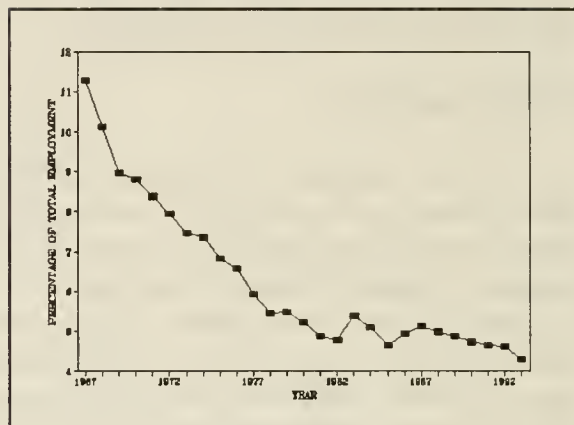
Wyoming's mining sector has historically been a significant employer. At its peak in 1981, this sector provided approximately 15 percent of the state's total jobs. Even outside of the peak 10-year period (1978-88), the mining sector comprised approximately 7 percent of the state's jobs. As a result, Wyoming's average wage has not fallen as far below the national average as have wages in neighboring states. Diagram 18 depicts changes in the relative size of Wyoming's mining sector since 1967.

Wyoming's manufacturing sector has historically been small. Between 1967 and 1984, manufacturing's share of total employment fell from about 5.0 percent, to about 3.3 percent. Since that time, some recovery has occurred, with employment rising to about 4 percent. This means that during the close of the 1980s, Wyoming's manufacturing sector increased at a faster rate than total Wyoming employment.

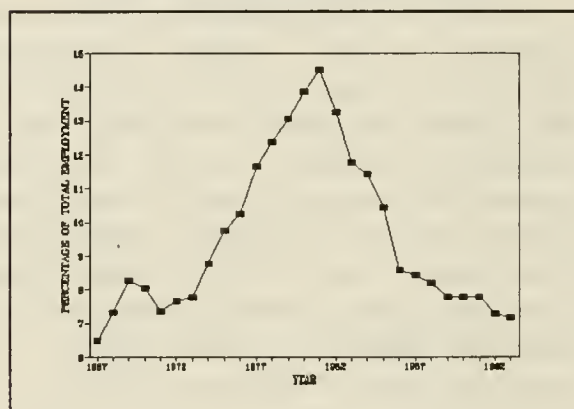
## SUMMARY

Each of Montana's neighbors share in the decline or stagnation in employment in both agriculture and mining. However, different results appear to emerge in regional development of manufacturing industry. Of the five states, Montana manufacturing sector is the only one to continue languishing, while the others have grown more quickly than each state's respective total employment.

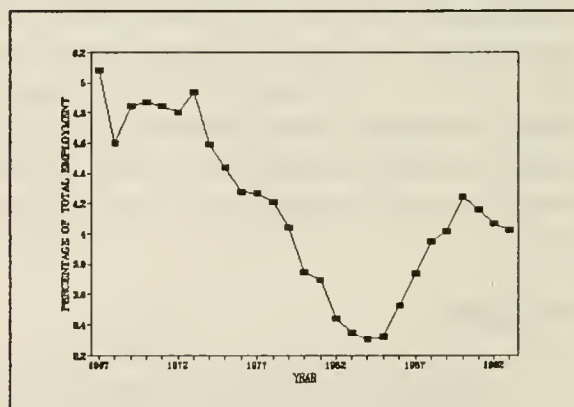
**DIAGRAM 17**  
**WYOMING FARM EMPLOYMENT**



**DIAGRAM 18**  
**WYOMING MINING EMPLOYMENT**



**DIAGRAM 19**  
**WYOMING MANUF. EMPLOYMENT**



However, one must inspect the degree to which these manufacturing jobs benefit the incomes of workers. Therefore, similar to Table 2, which presented average wages per worker by industry in Montana, Tables 3 through 6 present average wages in Idaho, North Dakota, South Dakota, and Wyoming. The tables demonstrate that Montana and its neighboring states are undergoing dramatic structural change.

**TABLE 3**  
**HISTORIC EARNINGS BY INDUSTRY - IDAHO**

AVERAGE EARNINGS PER EMPLOYEE - REAL 1987 DOLLARS

YEAR	FARM	AFF	MIN	CONST	MFG	TCPU	WHOLE	RETAIL	FIRE	SRVC	FED C	FED M	S&LG	AVG
1967	13160	8153	22952	21819	19989	21887	20346	12793	14952	13107	22078	7813	13559	15315
1968	11906	8920	23700	22198	20216	22580	21002	13037	15186	13478	23023	8847	13653	15485
1969	18394	12560	23908	25768	21188	24588	21749	14533	11239	15333	24228	8970	13847	17323
1970	18186	12926	26099	28622	21174	25090	22506	14608	11518	16386	26182	9372	14251	17558
1971	17029	13521	25546	26525	21504	26115	21828	14555	11538	15288	27305	9081	14471	17432
1972	20853	14492	28283	27737	22665	27390	21827	14899	12038	15463	28142	10855	15080	18545
1973	27667	15316	28722	26984	22835	27680	22291	15076	11515	15621	28867	11520	15211	18412
1974	33662	15063	30716	26817	22818	27367	23045	14464	11223	15473	27623	10881	15058	18880
1975	19381	14745	32518	27548	23174	27481	22500	14014	11257	15849	28771	10675	15530	18525
1978	14202	15152	33892	30029	24194	28714	22573	14199	12222	16293	27957	11081	15944	18545
1977	9985	11540	35997	28099	25370	28796	22032	13833	11721	16839	27981	11054	16291	18126
1978	11888	11233	36593	28086	26329	28969	21730	13919	12587	16999	28989	11045	16458	18611
1979	8224	11378	34000	27532	27135	28080	21843	13364	12320	16846	26589	10634	15913	18186
1980	12627	9784	37485	26088	26294	28227	21774	12877	11562	18850	25296	10969	15757	18067
1981	10908	9141	38643	25544	25710	28551	21198	12394	11175	16570	26010	11793	16145	17685
1982	10453	8722	36171	25442	24961	27810	21003	11983	10116	15821	26365	12173	16543	17033
1983	15720	10147	35663	26516	25193	27592	20528	12484	10987	15958	26307	12717	16577	17798
1984	12718	10900	36297	27666	25876	27384	20688	12679	11041	16133	27221	13314	16684	17872
1985	11605	10668	34454	26911	25878	27358	20676	12695	10585	16123	27470	13158	17115	17767
1986	11914	9746	29445	26925	26884	27050	20731	12715	10741	16200	26486	12677	16935	17757
1987	14828	11258	30885	25644	26622	26302	20570	12132	11239	16198	26392	12576	16794	17717
1988	16266	9976	32079	24010	26353	25245	20838	11845	10658	15952	26917	12239	16772	17562
1989	24236	10152	32907	22552	26837	24950	20899	11661	10336	16134	25994	12022	16768	18132
1990	25996	10755	31103	22756	25768	24314	20717	11359	10519	16155	26264	12251	16822	18072
1991	20789	11082	34008	21094	26166	24036	20556	11022	10758	15703	27648	12558	17050	17523
1992	21703	11120	34545	22744	26770	24472	21038	11207	11216	16305	28226	13083	17268	18030
1993	21519	11268	35124	23145	27190	24823	21330	11365	11442	16516	28758	13911	17198	18170

**TABLE 4**  
**HISTORIC EARNINGS BY INDUSTRY - WYOMING**

AVERAGE EARNINGS PER EMPLOYEE - REAL 1987 DOLLARS

YEAR	FARM	AFF	MIN	CONST	MFG	TCPU	WHOLE	RETAIL	FIRE	SRVC	FED C	FED M	S&LG	AVG
1967	13975	7299	24781	21405	22090	23548	20163	11911	16320	11195	21614	10942	14690	16026
1968	13085	8900	25350	21587	22151	24280	20695	11959	16858	11155	22604	11183	14737	16142
1969	15343	14271	25078	25166	22090	25508	20998	13145	13549	13006	23883	10995	16056	17357
1970	16641	13227	25464	25829	22466	26375	22106	13110	13379	13221	25460	12296	16704	17877
1971	18065	14187	26570	26786	21877	27524	22489	13102	14519	13129	26415	11170	16808	18143
1972	24842	13994	26527	27523	22638	29119	22417	13360	14848	13542	28067	13234	16479	19163
1973	28463	14802	29329	29670	22948	30350	23112	13888	13407	13591	28257	14258	16758	20165
1974	17934	14784	34254	29967	23895	30138	25087	13616	11955	13889	27160	13680	16527	20091
1975	10327	14442	36642	28977	25192	30370	25007	13687	11739	14435	26818	13220	17167	20088
1976	6678	14968	33669	29883	26875	32608	25543	13806	13614	15034	28033	13487	18214	20248
1977	6329	11874	35846	28558	27791	31822	25203	13605	12736	15654	28154	13155	18198	20663
1978	9948	11516	38281	28448	28293	31958	26330	13948	13345	16587	29648	12585	18511	21742
1979	10328	11769	39227	29596	29750	32672	26715	13797	12245	16781	26393	12076	18757	22204
1980	7998	10179	40419	29357	27720	31972	27870	13342	11815	16774	26283	12581	19375	22238
1981	4502	9370	39484	28415	27271	32195	28352	12815	12970	15821	26449	13341	19720	21996
1982	2866	8573	40047	27221	27361	31845	28103	12517	11526	15130	25695	13954	20095	21259
1983	3368	8931	37888	22457	25667	31801	28163	12403	12614	14169	26795	13978	20630	19905
1984	1275	9237	37043	22407	25058	31775	25816	12291	12255	14212	27015	13653	21032	19638
1985	1436	9324	37451	24519	24013	31350	25023	12308	11744	13866	27015	13739	20910	18623
1986	3033	8667	38597	24646	23098	31098	24082	11981	11732	14183	26059	14281	20832	19222
1987	4423	9662	34783	22628	22802	30850	23468	11256	12435	13606	25878	14289	20190	18230
1988	7605	8424	35345	21276	22358	29882	22884	10681	11289	13346	26648	14104	19510	17907
1989	6919	8384	34523	20483	22791	28080	22430	10280	10278	13560	27023	14098	18819	17441
1990	8401	8374	34602	19897	21969	28267	21811	9905	9947	13410	26429	14402	18625	17210
1991	15655	8193	35627	19518	22770	28990	21559	10001	10934	13039	27414	15075	18527	17665
1992	15122	8177	38563	20052	22726	28506	21854	10130	11122	13458	28157	14684	18345	17874
1993	15066	9300	39194	20366	23065	29904	22226	10280	11343	13703	28693	15615	18228	18006

**TABLE 5**  
**HISTORIC EARNINGS BY INDUSTRY - NORTH DAKOTA**

AVERAGE EARNINGS PER EMPLOYEE - REAL 1987 DOLLARS

YEAR	FARM	AFF	MIN	CONST	MFG	TCPU	WHOLE	RETAIL	FIRE	SRVC	FED C	FED M	S&LG	AVG
1967	13930	7299	24093	19351	20116	22826	23501	12444	16410	11172	18590	12355	11718	14479
1968	12621	7752	23156	20267	20115	23186	23533	12584	16655	11257	19553	13496	12217	14447
1969	18619	13390	19846	22566	19749	25108	25626	13356	12725	12912	20352	13295	13132	16395
1970	14113	13102	20966	24723	20034	25913	26101	13259	11016	13111	21884	14357	13608	15741
1971	19359	14676	21563	25584	19897	27032	26149	13013	13288	13058	22831	14836	14349	17179
1972	30455	15432	21342	27435	20359	28663	27671	13491	14260	13029	24297	16584	14578	19904
1973	67595	16304	23745	25711	20784	29499	31239	13904	12138	13253	25138	16974	14724	26654
1974	46034	17054	27794	25847	20547	29014	34122	13719	12133	13184	24582	16564	13323	22602
1975	35143	20160	30793	26554	22403	28355	30197	13162	13088	13369	25184	16803	13791	20771
1976	16319	18252	30360	27897	23047	30821	29463	13404	14167	13825	25628	16440	14977	18071
1977	8241	13455	30578	27257	22849	30406	27262	13069	13310	14267	25654	15765	15843	16642
1978	26184	13207	30216	28098	22838	30559	26080	12971	13788	14725	25413	15407	15937	19629
1979	14438	14050	31732	26818	22806	30176	26450	12608	14304	14524	24813	14985	16053	17799
1980	-10035	11468	33853	25516	22262	29510	26772	11800	15079	14457	23794	14404	15808	13926
1981	7145	10970	34511	23725	21960	28095	26067	11546	14074	14534	24699	14292	16921	16467
1982	7354	11651	33631	23681	22330	28577	25614	11276	13626	14153	24455	14827	17770	16396
1983	11027	12404	30557	24464	21913	29205	24357	11413	14324	14118	24332	15129	17337	16679
1984	13289	13198	30628	21859	21724	30896	24394	11510	14219	14245	24133	15248	17179	16927
1985	14978	12708	30589	20377	21625	29785	23841	11487	14089	14037	24326	15439	17184	16855
1986	15724	10890	29402	20508	21076	29786	23541	11283	14203	14082	23672	15202	17402	16775
1987	16562	13727	28238	20271	20663	28410	23471	10601	14216	13948	23423	15049	17129	16538
1988	-582	12157	28442	19485	20387	27200	23316	10268	13871	13912	23870	14784	16594	14275
1989	10558	11639	28853	18593	20387	26397	23036	9991	13254	14033	23717	14709	16525	15382
1990	15170	11965	28786	18285	19597	25800	23074	9485	13281	13896	23559	14904	16376	15673
1991	12782	13708	28934	17563	19770	26006	22792	9506	13704	13799	24695	15932	16193	15419
1992	19176	13620	30426	18329	20294	26169	22933	9678	14169	14163	25629	15606	16323	16334
1993	18900	13772	30876	18638	20574	26556	23328	8819	14377	14364	26093	16541	16256	16437

**TABLE 6**  
**HISTORIC EARNINGS BY INDUSTRY - SOUTH DAKOTA**

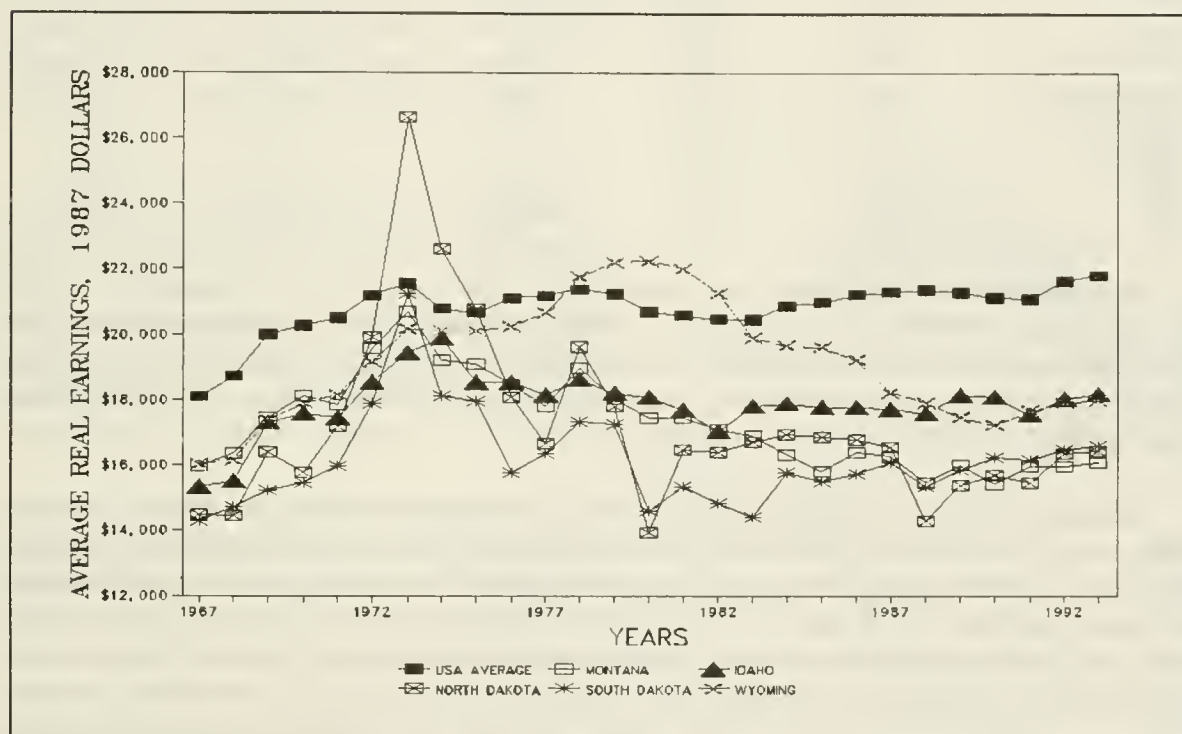
AVERAGE EARNINGS PER EMPLOYEE - REAL 1987 DOLLARS

YEAR	FARM	AFF	MIN	CONST	MFG	TCPU	WHOLE	RETAIL	FIRE	SRVC	FED C	FED M	S&LG	AVG
1967	15255	8203	19937	18559	19550	20338	21349	11640	16223	10598	19532	9124	11928	14256
1968	18172	8733	21500	18978	20186	20883	21681	11607	16502	10666	21332	9593	12257	14729
1969	16938	16033	20247	20457	20097	25111	22947	12471	9399	11881	21110	9398	13241	15192
1970	17070	14279	19439	20645	21082	25367	23241	12408	10055	12011	23127	10078	13800	15461
1971	18475	14994	21549	21718	20677	26661	23098	12285	11327	11942	24149	11341	13845	15965
1972	25495	15571	22586	23407	20928	28340	23901	12837	13385	12168	26163	12974	13735	17871
1973	43357	16538	25317	23094	20999	28970	25475	13504	12389	12389	26938	13290	13774	21246
1974	25827	16803	26261	23144	20929	28393	27750	13109	11435	12207	26690	12902	13857	18115
1975	25238	21097	28256	22852	21250	27993	24688	12673	11999	12282	27003	12911	13773	17964
1976	9870	21371	30525	24567	21628	30448	24264	12704	13266	12692	26938	13227	13980	15751
1977	14294	14384	30066	23703	21628	28987	22921	12459	13191	13015	26738	13097	14420	16354
1978	18986	14476	29914	23489	22004	29106	23291	12514	13168	13454	26584	13194	14473	17332
1979	19718	15615	31550	22609	22318	28958	23307	12094	13243	13444	25802	12820	14748	17243
1980	2945	12538	33489	21702	22152	27818	23190	11398	12880	13283	24780	12638	14885	14602
1981	10536	11373	32582	19998	21713	27601	22493	11070	12498	13264	25561	12329	15099	15343
1982	8702	11592	28895	17897	21781	27378	21781	10816	11873	13309	25633	13213	15312	14835
1983	5484	13382	29381	17746	21236	27053	21297	11135	12516	13369	25610	13499	15378	14385
1984	14679	14537	29277	18531	19970	28095	21422	11428	12410	13615	25706	13324	15469	15784
1985	12742	14369	30272	18718	20083	28285	20861	11471	12296	13593	25412	13443	15619	15502
1986	13807	12037	28288	19940	20384	28216	20461	11539	12245	13774	24884	13637	15771	15725
1987	18060	15067	27591	19418	19845	26999	20172	10862	12777	13793	24858	14074	15880	16064
1988	12622	12788	28968	19217	19557	24741	20154	10533	12021	13815	25671	13874	15684	15321
1989	19432	11887	28492	18041	18997	24430	20163	10366	11882	14112	25594	13895	15740	15857
1990	25319	12623	27424	17660	18720	23966	19873	10004	11968	14142	25792	14066	15513	16241
1991	23887	14621	27557	17028	18871	23704	20104	10059	12636	14066	26847	14931	15714	16182
1992	23895	14722	28237	18319	19540	24069	20566	10205	12466	14573	27217	14282	15932	16482
1993	23725	14895	28716	18675	19825	24384	20870	10350	12624	14793	27716	15157	15852	16577



The result of this change has been declines in what were historically well-developed, high wage sectors of the economy. In each state, the result has been average wages stagnating at levels well below national average wages. Diagram 20, below, depicts the trend in each of the neighboring states' wage rates relative to the national average. In each case there is a large disparity between the state's average wage and the nation's average wage, with no significant signs of improvement. What is happening in Montana appears to be a regional rather than state phenomenon; lower wage jobs abound.

**DIAGRAM 20**  
**AVERAGE EARNINGS**



### c. MONTANA'S COMPARATIVE ADVANTAGE

Another way of evaluating the health, vitality, and performance of an economy is by its comparative advantage vis-a-vis other areas. Location quotients, are a measure of a region's degree of specialization in a particular sector. They are calculated from market shares of employment (by sector) from one area divided by another. The resulting ratio is taken as indicative of competitive advantage, or the likelihood that favorable conditions exist for a particular industry in the area. Comparative advantage may be the result of several factors, including skilled labor in a particular industry, favorable business climate, or proximity to raw materials. The area enjoying the comparative advantage will likely see the emergence of a well-developed infrastructure in response to increased demand for business services in the particular industry.

Location quotients greater than 1.0 indicate an advantage over another area being compared. Montana's location quotients, by sector, are listed in Table 7, below. The additional columns contain location quotients for each of Montana's neighboring states. These location quotients are calculated using national data and therefore indicate how each state compares with the nation.

**TABLE 7**  
**COMPARISON OF 1993 LOCATION QUOTIENTS**

SECTOR	MONTANA	IDAHO	NO. DAKOTA	SO. DAKOTA	WYOMING
Farming	3.09	2.63	4.68	4.40	2.12
AFF	1.24	2.13	0.89	0.93	1.26
Mining	2.19	0.93	1.76	1.17	11.69
Construction	1.03	1.32	0.97	0.91	1.25
Manufacturing	0.43	0.95	0.41	0.74	0.31
TCPU	1.17	0.92	1.15	0.90	1.30
Wholesale	0.82	0.97	1.11	1.04	0.59
Retail	1.15	1.03	1.05	1.07	1.08
FIRE	0.79	0.87	0.72	0.91	0.67
Service	0.95	0.82	0.90	0.84	0.78

Data presented in Table 7 are quite interesting. While several of the region's economic sectors discussed previously are having some difficulty, they appear relatively better off than similar industries nationwide. For example, agricultural employment has undergone a long slide, but it still remains as a strong economic base when compared to the nation. This is also true for mining in most of the region (except Idaho).

However, other interesting details can be seen and inferred from the data. Currently Montana, relative to the nation, enjoys comparative advantage in sectors with location quotients greater than 1.0. Particularly strong are Montana's traditional industries of farming and mining, with location quotients of 3.09 and 2.19, respectively. But construction also indicates a greater share of total employment in the local area devoted to building than in the nation. This, in turn, implies more construction activity than in the nation. Montana, Idaho, and Wyoming all have this trait. As well, all states have a larger portion of their total employment base devoted to retail trade than the nation as a whole. This implies the presence of a regionally significant tourism base. Montana also enjoys comparative advantage, although less pronounced, in agriculture-fisheries-forestry services (AFF), construction, and transportation-communications-and public utilities (TCPU).

On the other hand, the comparative advantage in manufacturing is quite poor regionally, especially for Montana, Wyoming, and North Dakota. This condition implies that, absent significant manufacturing infrastructure (i.e., services, skilled labor, intra-industry linkages), development here is an upward battle.

An historical examination of long-term trends in Montana's location quotients may provide information about the state's future advantages in any sector. Diagram 21, on the following page, depicts Montana's comparative advantage in mining from 1967 through the

present. Although the state currently enjoys relative advantage in its mining sector, the diagram indicates a downward trend. The implication here is a long term loss in comparative advantage and the potential for further losses of high paying jobs. This is consistent with the employment losses being experienced in the mining sector.

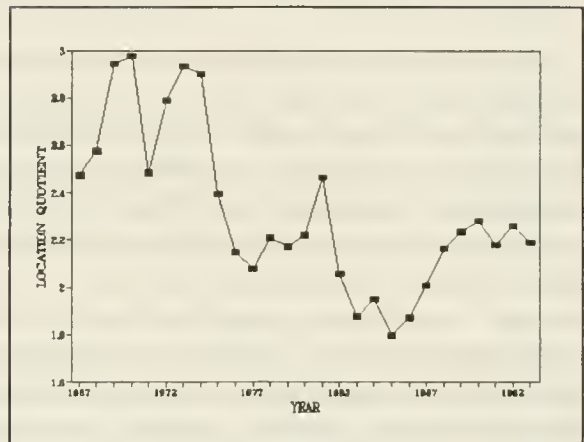
Diagram 22 depicts changes in Montana's farming location quotient from 1967 to the present. This sector rose strongly from 1977 to 1987, but has leveled off in the last 10 years.

The historic look at the location quotient for Montana's manufacturing sector, Diagram 23, shows that while the state has not yet reached parity with the nation, there has been a trend since 1982 toward increased competitiveness. The implication is that Montana may be developing an increased degree of specialization in manufacturing when compared to the nation.

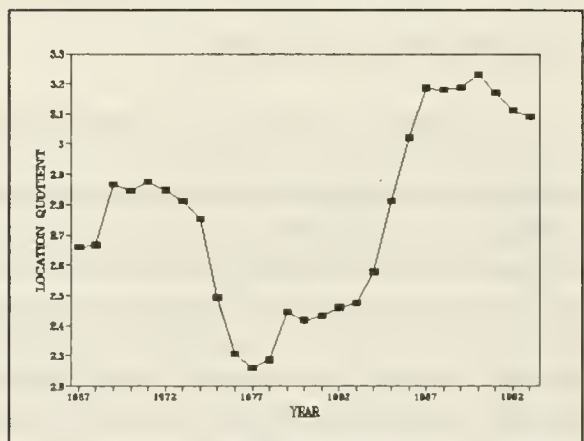
Placed in this light, Montana's core industries do not appear quite so ill equipped. While Montana has lost a portion of its industrial base, it has managed to retain a greater share of its industrial base than the national economy. And while some other state economies within the region have experienced some successes in development activity, Montana is in a good position to take advantage of expanding regional economies. It would appear that the worst is behind Montana, with increasing opportunities on the horizon.

The above narrative has been designed to portray the state of Montana's economy, as well as place it within a regional and national context. And while guardedly optimistic, Montana's statewide, or "average," condition is simply made up of all its subregions, cities, towns, and counties. Since Montana is a large, sparsely

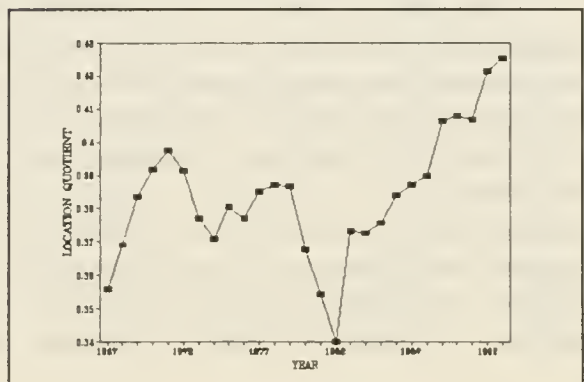
**DIAGRAM 21  
LOCATION QUOTIENT  
MONTANA MINING**



**DIAGRAM 22  
LOCATION QUOTIENT  
MONTANA FARMING**



**DIAGRAM 23  
LOCATION QUOTIENT  
MONTANA MANUFACTURING**





populated, and geographically diverse state, differences between the geographic areas abound. Some areas are undergoing infrastructure stress due to overly rapid growth; others have problems of population out-migration because of a lack of economic opportunity.

The outcomes of these extremes are seen in the broad set of housing and community development needs. In rapidly growing areas, affordable housing is absent, infrastructure is drastically undersized, and new jobs are needed. In sparsely population, declining areas, old infrastructure needs updating or replacement. In such areas with few people, all of whom have lower salaries, affordability becomes a major concern. Simply stated, regions of the state have developed different areas of specialization, mostly as a function of their respective natural resource base (e.g., lumber, minerals, or natural beauty) and will require different approaches (or projects) to solving their own local community development needs.

#### d. ECONOMIC OUTLOOK

Inherent in the notion of economic base is the assertion that people follow jobs. If the earned income component of the basic sector is shrinking, then those who are yet unable to retire will eventually seek employment elsewhere. A new level of population implies a different picture for the flow of total unearned income into the state. Thus, impacts on population, derived from basic earned income will ultimately have an impact on the basic *unearned* income flow, further altering the economic system.

On top of this set of complications, statewide unemployment rates have been rising over the last few years and tend to remain higher than in most other areas of the nation. Between 1990 and 1991, Montana's unemployment rate rose from 5.8 to 6.9 percent. Unemployment pressures have decreased some in 1992, to 6.7 percent, and further in 1993, to a statewide 6.0 percent. But increasing unemployment worries persist. Table 8, above, presents the

**TABLE 8**  
**ANNUAL AVERAGE UNEMPLOYMENT RATES**

AREA NAME	1990	1991	1992	1993
Beaverhead County	4.9	6.3	6.3	5.8
Big Horn County	12.0	11.1	14.1	12.4
Blaine County	8.8	9.4	8.7	9.4
Broadwater County	4.5	4.5	5.2	4.2
Carbon County	4.1	6.3	5.2	5.8
Carter County	2.2	3.0	2.0	3.2
Cascade County	5.2	5.9	6.2	6.1
Chouteau County	2.7	3.7	2.7	2.4
Custer County	4.6	5.5	5.3	5.3
Daniels County	2.9	2.5	2.2	1.7
Dawson County	3.7	4.0	3.8	3.7
Deer Lodge County	8.9	10.2	9.9	9.0
Fallon County	2.3	3.4	3.5	4.4
Fergus County	5.5	7.7	6.5	5.9
Flathead County	7.2	8.9	8.0	7.4
Gallatin County	4.5	5.0	5.0	4.4
Garfield County	2.1	1.8	1.9	2.0
Glacier County	11.6	11.1	13.7	11.7
Golden Valley County	3.0	12.8	1.3	5.9
Grenite County	8.2	8.6	7.9	8.0
Hill County	5.6	6.9	6.6	6.3
Jefferson County	4.8	6.0	5.3	4.9
Judith Basin County	3.7	4.9	5.8	4.4
Lake County	8.7	9.5	9.4	8.4
Lewis and Clark County	4.4	5.6	5.4	5.1
Liberty County	1.7	1.8	2.4	2.5
Lincoln County	11.2	14.9	13.0	14.0
Madison County	3.0	3.6	3.6	3.2
McCone County	3.3	4.6	4.8	4.1
Meagher County	3.4	4.8	5.4	5.9
Mineral County	8.0	9.5	9.5	8.8
Missoula County	5.6	7.2	6.4	5.7
Musselshell County	7.1	8.4	8.1	6.6
Park County	5.6	6.8	6.2	5.0
Petroleum County	2.9	6.0	7.0	6.3
Phillips County	4.8	4.8	5.6	4.4
Pondera County	4.0	4.3	5.3	3.7
Powder River County	1.8	3.4	2.9	2.5
Powell County	4.7	7.0	6.8	8.6
Prairie County	3.9	3.4	4.0	3.9
Ravalli County	8.1	10.5	9.0	8.7
Richland County	5.7	7.2	7.2	6.7
Roosevelt County	10.0	11.1	11.4	9.1
Rosebud County	6.8	7.2	8.2	7.7
Sanders County	10.2	14.0	12.1	11.9
Sheridan County	2.6	2.5	2.4	1.6
Silver Bow County	6.4	7.7	7.5	6.6
Stillwater County	3.7	8.3	6.2	4.3
Sweet Grass County	2.2	3.9	2.9	2.7
Teton County	3.0	4.0	3.1	2.4
Toole County	3.1	4.4	3.8	4.1
Treasure County	3.3	3.3	5.8	3.2
Valley County	4.3	5.2	5.5	4.6
Wheatland County	4.4	5.6	4.7	4.7
Wibaux County	2.6	6.5	6.1	3.9
Yellowstone County	4.8	5.3	5.4	4.8
Montana	5.8	6.9	6.7	6.0

unemployment rates for each county and the state over the last four years. The table also demonstrates that there are several areas that are sustaining very high unemployment rates, while others are reporting much lower rates. For example, Big Horn County indicated the highest unemployment rate, 14.1 percent, and Garfield County the lowest, with 1.9 percent in 1992. In 1993, Lincoln County had the highest unemployment rate, with 14.0 percent, and Sheridan County the lowest, with 1.6 percent. These data include the recent revisions in the definition of the labor force (to include more women in the labor force). The general result was a slight lowering of the unemployment rate and a much larger labor force. Further, all previous employment and unemployment data was rebenchmarked in 1994 to better represent this new definition. Because of all of the above issues and attributes, uneven economic opportunities continue to persist within the state.

Collectively, these economic conditions especially with wage levels so low, underscore the difficulty working citizens of the state are encountering. As statewide average earnings have been declining for nearly 20 years, so has the ability of Montana's citizens to maintain and continue to afford a suitable living environment. It is anticipated that these economic limitations will continue, and the economic future for many Montana citizens appears to be somewhat dim.

## **I.A.2. SOCIO-ECONOMIC AND DEMOGRAPHIC PROFILE**

### **a. SOCIOECONOMIC DATA**

#### **INCOME**

Within Montana, the 1990 per capita income varied widely. According to the 1990 Census, Big Horn County had the lowest per capita income, at \$7,148, and Helena was highest, at \$13,256, as seen in Table 10, on page 49. The statewide average annual income was only \$11,213. This implies that significant variation in income may occur among households within the state. A more accurate way of inspecting the relative income between areas is to rank the percent of total household incomes below a particular threshold. This is better than just income because it accounts for households with additional wage earners. Data representing the percent of low income households in each area were computed and ranked. Low income concentrations are designated as areas having a large percentage of households below the statewide low income threshold of \$22,435, which is 80 percent of the state median family income. Census income

data is reported by category; \$22,500 is used to approximate the low income threshold. Table 9, at right, presents all areas defined in this way and listed in descending order by percent. Those areas that fall within the low income criteria are listed above the dotted line, starting at Park County. In general, there appear to be very large blocks of the population in low-income households in Montana. Furthermore, as suggested by HUD, those areas having a disproportionate need are those with 10 percentage points above the average; this is 59.06 percent. Those areas above the line under Golden Valley are areas having disproportionate need. Wheatland County has the highest percentage of households in the low income category, with over 65 percent of the households. Only one area, Helena Valley Northeast CDP, has less than 25 percent of its households in the low income category. Given these facts, large sections of Montana can be considered low-income areas.

Table 10, on the following page, presents the actual number of households within each income category throughout the state. Overall, Montana has 49 percent of its households making less than 80 percent of the state's median family income in 1989. Furthermore, a whopping 75 percent of Montana households made less than the national average median family income of about \$36,000 in 1989.

**TABLE 9**  
**LOW INCOME CONCENTRATION - 1990 CENSUS**

AREA NAME	LOW INCOME HOUSEHOLDS	PERCENT LOW INC HOUSEHOLD
Wheatland County	666	65.93%
Prairie County	367	64.96%
Musselshell County	1,083	64.93%
Carter County	381	64.91%
Garfield County	371	63.86%
Sanders County	2,128	62.13%
Blaine County	1,464	61.38%
Evergreen CDP	932	60.60%
Golden Valley County	192	60.19%
Meagher County	420	58.99%
Treasure County	202	58.72%
Big Horn County	1,986	58.60%
Roosevelt County	2,143	58.34%
Granite County	614	58.31%
Glacier County	2,203	58.19%
Bonner-West Riverside CDP	377	57.66%
Carbon County	1,892	57.18%
Bozeman city	4,969	56.84%
Petroleum County	120	56.60%
Lake County	4,431	56.16%
Wibaux County	263	56.96%
Sheridan County	1,069	56.91%
Kalispell city	2,927	56.71%
McCone County	476	56.66%
Deer Lodge County	2,255	56.43%
Sweet Grass County	703	56.01%
Broadwater County	720	56.00%
Mineral County	713	54.39%
Lincoln County	3,661	54.36%
Ravalli County	5,169	53.80%
Beaverhead County	1,697	53.60%
Daniels County	493	53.47%
Fergus County	2,470	53.30%
Missoula city	9,419	53.02%
Custer County	2,436	52.95%
Powell County	1,177	52.43%
Silver Bow County	7,230	52.30%
Valley County	1,689	51.83%
Teton County	1,199	51.04%
Malmstrom AFB CDP	733	60.87%
Madison County	1,200	60.70%
Phillips County	982	50.64%
Powder River County	407	50.43%
Chouteau County	1,066	50.38%
Judith Basin County	467	49.84%
Orchard Homes CDP	2,094	49.63%
Park County	2,783	49.44%
Great Falls city	11,034	48.72%
Stillwater County	1,254	48.62%
Pondera County	1,047	48.66%
Fallon County	567	48.46%
Dawson County	1,790	48.13%
Richland County	1,914	47.74%
Lewis and Clark County	1,327	46.81%
Helena West Side CDP	361	46.82%
Liberty County	361	46.07%
Toole County	863	44.78%
Billings city	14,790	44.44%
Hill County	2,803	43.72%
Helena city	4,537	43.64%
Flathead County	6,884	42.86%
Helena Valley Southeast CDP	667	41.71%



**TABLE 10**  
**NUMBER OF HOUSEHOLDS BY INCOME CATEGORY - 1990 CENSUS**

AREA NAME	VERY-LOW LESS THAN 12,600	LOW 12,600- 22,499	MEDIUM 22,500- 27,499	UPPER MIDDLE 27,500- 34,999	HIGH 35,000- 49,999	VERY-HIGH 50,000- 89,999	EXTREMELY HIGH 100,000 OR MORE	HOUSEHOLDS	PER CAPITA INCOME 1989
Billings city	8,048	6,742	3,162	5,473	4,455	4,620	784	33,284	12,834
Bozeman city	2,929	2,030	841	1,183	772	845	124	8,724	10,172
Great Falls city	5,926	5,108	2,307	3,379	2,789	2,616	522	22,647	12,603
Helena city	2,481	2,056	1,121	1,621	1,359	1,644	139	10,421	13,256
Kalispell city	1,711	1,218	446	742	560	540	30	5,254	11,228
Missoula city	5,411	4,008	1,523	2,366	2,071	2,047	339	17,785	11,758
Bonner-West Riverside CDP	239	138	54	165	43	15	0	654	7,943
Evergreen CDP	471	461	170	237	97	102	0	1,538	8,223
Helena Valley Northeast CDP	28	64	128	117	104	81	15	537	10,846
Helena Valley Northwest CDP	54	53	40	59	81	84	8	379	10,975
Helena Valley Southeast CDP	275	382	167	287	227	231	8	1,575	10,331
Helena Valley West Central CDP	304	454	198	424	478	352	25	2,235	11,923
Helena West Side CDP	175	176	93	167	68	81	16	788	11,835
Lockwood CDP	336	221	184	307	159	159	8	1,374	9,896
Lolo CDP	133	221	85	171	155	160	0	925	10,449
Malmstrom AFB CDP	137	596	329	196	125	58	0	1,441	7,635
Orchard Homes CDP	1,093	1,001	403	553	546	568	55	4,219	11,597
Sun Prairie CDP	44	77	81	108	78	43	11	440	10,682
Beaverhead County	983	714	305	435	420	283	26	3,166	10,376
Big Horn County	1,214	772	284	453	297	351	24	3,395	7,148
Blaine County	839	625	224	291	223	158	25	2,385	8,290
Broadwater County	336	384	118	219	127	108	17	1,309	10,125
Carbon County	1,057	835	298	402	352	317	48	3,309	10,727
Carter County	235	146	42	54	52	38	20	587	10,670
Cascade County	1,192	1,161	731	1,021	772	644	157	5,878	11,695
Chouteau County	529	527	207	326	199	256	52	2,096	11,290
Custer County	1,362	1,073	444	745	528	408	39	4,599	10,310
Daniels County	247	246	115	154	109	41	10	922	9,863
Deer Lodge County	957	833	366	624	515	390	34	3,719	10,629
Deer Lodge County	1,242	1,013	419	659	511	202	22	4,068	9,444
Fallon County	249	318	122	264	123	78	16	1,170	10,308
Fergus County	1,249	1,221	427	796	498	333	110	4,634	10,995
Fleishold County	3,628	3,256	1,658	2,736	2,295	2,159	332	16,064	12,186
Gallatin County	1,936	2,377	997	1,950	1,363	1,469	291	10,383	13,947
Garfield County	199	172	39	64	61	26	20	581	9,843
Glacier County	1,366	837	274	589	373	341	6	3,786	7,458
Golden Valley County	100	92	28	52	32	13	2	319	8,505
Granite County	336	278	100	154	107	52	26	1,053	10,049
Hill County	1,606	1,197	679	1,066	827	921	115	6,411	11,121
Jefferson County	538	484	202	485	491	534	99	2,833	13,233
Judith Basin County	218	239	101	159	90	81	29	917	12,060
Lake County	2,597	1,834	753	1,237	745	625	100	7,891	9,274
Levi and Clark County	684	643	273	412	421	375	27	2,835	11,653
Liberty County	181	180	91	144	95	91	19	801	10,544
Lincoln County	2,052	1,509	673	1,015	809	503	74	8,735	9,813
Madison County	703	497	259	378	222	294	14	2,367	10,718
McCone County	255	220	112	116	74	70	8	855	9,347
Meagher County	224	196	63	116	68	42	3	712	9,201
Mineral County	381	332	164	214	120	93	7	1,311	9,440
Missoula County	1,306	1,471	626	1,438	1,089	1,283	242	7,455	13,001
Musselshell County	643	440	125	210	125	106	19	1,668	8,941
Park County	1,533	1,250	731	930	603	486	96	5,629	11,366
Petroleum County	63	57	25	34	11	18	4	212	9,876
Phillips County	529	453	227	315	203	175	41	1,943	10,793
Pondera County	527	520	208	358	272	242	29	2,156	9,811
Powder River County	207	260	75	129	84	82	30	807	12,722
Powell County	617	560	274	378	227	168	21	2,245	9,978
Prairie County	205	162	52	78	39	24	5	565	8,497
Ravalli County	2,738	2,431	923	1,507	1,075	814	120	9,608	10,130
Richland County	1,040	874	484	730	456	373	52	4,009	10,091
Roosevelt County	1,243	900	305	596	349	254	26	3,673	7,751
Rosebud County	758	673	335	431	668	590	21	3,476	10,415
Sanders County	1,050	1,078	356	542	201	156	42	3,425	9,459
Shenando County	543	516	156	328	201	139	11	1,894	10,001
Silver Bow County	4,231	2,999	1,201	1,957	1,416	1,784	227	13,825	11,364
Stillwater County	616	638	198	465	351	277	34	2,579	10,975
Sweet Grass County	361	342	138	176	147	91	23	1,278	10,838
Teton County	681	518	229	351	256	276	38	2,349	10,772
Toole County	489	364	177	354	247	251	23	1,905	11,375
Treasure County	111	91	41	42	23	22	14	344	10,244
Valley County	980	709	312	470	454	304	30	3,259	10,529
Wheatland County	319	246	60	118	79	29	6	857	8,656
Wibaux County	138	125	45	84	50	27	1	470	9,338
Yellowstone County	1,783	2,449	945	1,812	1,545	1,469	216	10,219	11,571
Montana	81,201	68,391	30,138	48,718	37,255	35,001	5,225	306,919	11,213

## b. DEMOGRAPHIC DATA

### RACE

Montana is generally a racially homogeneous state, with almost 93 percent of the population being white. Native Americans make up about 6 percent of the population, with blacks comprising ¼ percent and Asian/Pacific Islanders and Other races each comprising about ½ percent. Table 11, at right, presents the 1990 Census count of population by race and by relevant area designation. Note that some data in the FY95-99 Consolidated Plan has been modified so that all "county" areas include only non-city and non-CDP areas; cities and CDPs have been subtracted from the county total data.

As seen in Table 11, Native Americans comprise the second largest segment of the population; the majority reside on Montana's seven Indian reservations. These include the Blackfeet, the Rocky Boys, the Fort Belknap, the Fort Peck, the Northern Cheyenne, the Crow, and the Flathead Indian reservations. Areas having tribal organizations can have very high Native American concentrations. For example, Glacier County has the largest number of American Indians, who make up 56 percent of the county's population.

Table 12, below, presents the state's minority populations ranked by percent concentration. Areas of high racial minority concentration are defined as those exceeding 12 percent, which is twice the state's average percent of the largest minority population, Native Americans. By this definition, Glacier, Big Horn, Roosevelt, Blaine, Rosebud, Lake, and Hill counties have the highest concentrations of Native Americans. All are areas with tribal lands. However, Indian reservations are not an explicit part of the state's CPS process at this

**TABLE 11**  
**1990 CENSUS RACE DATA**

AREA NAME	WHITE	BLACK	ASIAN	NAT AMER	OTHER	TOTAL
Billings city	76945	317	318	2591	980	81151
Bozeman city	21671	74	465	343	107	22660
Great Falls city	51197	464	504	2631	301	55097
Helena city	23377	33	215	658	63	24346
Kalispell city	11582	17	85	211	22	11917
Missoula city	41010	133	619	1011	145	42918
Bonner-West Riverside CDP	1621	0	0	33	0	1654
Evergreen CDP	3977	0	10	115	7	4109
Helena Valley Northeast CDP	1705	7	0	49	14	1775
Helena Valley Northwest CDP	1179	0	7	0	45	1231
Helena Valley Southeast CDP	4411	0	14	106	70	4601
Helena Valley W. Central CDP	6226	0	58	43	0	6327
Helena West Side CDP	1842	0	0	26	12	1880
Lockwood CDP	3697	20	23	149	78	3967
Lolo CDP	2713	8	0	25	0	2746
Malmstrom AFB CDP	4999	500	257	91	91	5938
Orchard Homes CDP	9935	13	153	186	30	10317
Sun Prairie CDP	1330	0	0	26	0	1356
Beaverhead County	8281	16	27	73	27	8424
Big Horn County	4939	16	19	6310	53	11337
Blaine County	4040	2	5	2663	18	6728
Broadwater County	3271	0	10	28	9	3318
Carbon County	8001	5	2	49	23	8080
Carter County	1490	0	0	8	5	1503
Cascade County	14763	42	54	392	49	15300
Chouteau County	5216	0	24	207	5	5452
Custer County	11421	16	4	129	127	11697
Daniels County	2261	0	2	3	0	2266
Dawson County	9382	0	16	98	9	9505
Deer Lodge County	9929	21	32	251	45	10278
Fallon County	3080	0	3	14	6	3103
Fergus County	11907	5	18	142	11	12083
Flathead County	42253	39	189	529	182	43192
Gallatin County	27349	6	166	254	28	27803
Garfield County	1581	0	4	4	0	1589
Glacier County	5270	6	27	6807	11	12121
Golden Valley County	899	0	5	3	5	912
Granite County	2522	0	8	18	0	2548
Hill County	14774	0	36	2726	118	17654
Jefferson County	7744	2	14	155	24	7939
Judith Basin County	2269	0	5	6	2	2282
Lake County	16468	6	21	4474	72	21041
Lewis and Clark County	7172	9	37	113	4	7335
Liberty County	2276	4	0	15	0	2295
Lincoln County	17021	3	64	343	50	17481
Madison County	5933	0	7	46	3	5989
McCone County	2247	2	0	27	0	2276
Meagher County	1789	0	2	20	8	1819
Mineral County	3222	4	21	68	0	3315
Missoula County	20428	21	22	544	37	21052
Musselshell County	4056	0	14	21	15	4106
Park County	14279	86	51	79	119	14614
Petroleum County	513	0	0	6	0	519
Phillips County	4768	3	8	368	16	5163
Pondera County	5681	19	29	704	0	6433
Powder River County	2040	0	2	38	10	2090
Powell County	6238	0	14	286	82	6620
Prairie County	1365	0	2	10	6	1383
Ravalli County	24563	18	65	311	53	25010
Richland County	10490	7	10	137	72	10716
Roosevelt County	5604	13	26	5342	14	10999
Rosebud County	7579	12	37	2819	58	10505
Sanders County	8098	6	27	513	25	8669
Shendean County	4659	0	7	58	8	4732
Silver Bow County	33067	11	191	386	286	33941
Stillwater County	6352	11	23	125	25	6536
Sweet Grass County	3128	0	5	21	0	3154
Teton County	6175	0	13	83	0	6271
Toole County	4960	7	6	73	0	5046
Treasure County	856	0	0	8	10	874
Valley County	7438	0	23	770	8	8239
Wheatland County	2200	0	6	27	13	2246
Wibaux County	1183	0	3	5	0	1191
Yellowstone County	27433	43	122	571	132	28301
Montana	741340	2047	4256	47574	3848	799065

time. Reservations receive their own formula allocations and are required to prepare their own planning documents.

As an interesting anecdote, the Malmstrom AFB CDP area has the state's highest concentrations of other minority populations, where 8.4 percent are black and another 4.3 percent are Asian or Pacific Islander. This is due to the military installation there. No other area in the state has a black racial concentration above 1 percent. Bozeman has the next highest racial minority concentration: Asian or Pacific Islanders at 2.05 percent.

## ETHNICITY

Hispanic ethnicity concentrations are quite low in Montana. The 1990 Census indicates that the state has an average Hispanic concentration of only 1.5 percent. HUD guidelines call for identification of areas of ethnic concentration. Using Montana's previous CHAS definition for concentrations (in this case, twice the state's average ethnicity, or 3 percent), one sees that few areas fit the description. Table 13, at right, presents this data. Only two areas in Montana have relative concentrations of Hispanic people, Malmstrom AFB and Lockwood CDP.

## MINORITY RACE AND INCOME CONCENTRATIONS

In accordance with HUD proposed rules, disproportional need computations are required. According to HUD's proposed rules, disproportionate need occurs when the percent of persons in the subcategory is 10 percentage points higher than the percent of persons in the category as a whole. In certain areas of Montana, minority needs are disproportionately high when using this calculation. In the state, Native Americans are by far the largest minority group, having

**TABLE 12**  
**AREAS OF MINORITY RACIAL CONCENTRATION**  
**1990 CENSUS - PERCENT OF POPULATION**

AREA NAME	WHITE	BLACK	ASIAN	NATIVE AMERICAN	OTHER
Glacier County	43.48%	0.06%	0.22%	56.16%	0.09%
Big Horn County	43.67%	0.14%	0.17%	56.66%	0.47%
Roosevelt County	60.96%	0.12%	0.24%	48.67%	0.13%
Blaine County	60.06%	0.03%	0.07%	39.68%	0.27%
Rosebud County	72.16%	0.11%	0.36%	28.83%	0.66%
Lake County	78.27%	0.03%	0.10%	21.26%	0.34%
Hill County	83.69%	0.00%	0.20%	16.44%	0.67%
Pondera County	88.31%	0.30%	0.46%	10.94%	0.00%
Valley County	90.28%	0.00%	0.28%	9.36%	0.10%
Phillips County	92.36%	0.06%	0.16%	7.13%	0.31%
Sanders County	93.41%	0.07%	0.31%	6.92%	0.29%
Great Falls city	92.92%	0.84%	0.81%	4.78%	0.55%
Powell County	94.23%	0.00%	0.21%	4.32%	1.24%
Chouteau County	95.67%	0.00%	0.44%	3.80%	0.09%
Lockwood CDP	93.19%	0.60%	0.68%	3.76%	1.97%
Billings city	94.82%	0.39%	0.39%	3.19%	1.21%
Evergreen CDP	96.79%	0.00%	0.24%	2.80%	0.17%
Helena Valley Northeast CDP	96.06%	0.39%	0.00%	2.76%	0.79%
Helena city	96.02%	0.14%	0.88%	2.70%	0.26%
Missoula County	97.04%	0.10%	0.10%	2.68%	0.18%
Cascade County	96.49%	0.27%	0.36%	2.66%	0.32%
Deer Lodge County	96.60%	0.20%	0.31%	2.44%	0.44%
Missoula city	96.66%	0.31%	1.44%	2.36%	0.34%
Helena Valley Southeast CDP	95.87%	0.00%	0.30%	2.30%	1.52%
Mineral County	97.19%	0.12%	0.63%	2.06%	0.00%
Yellowstone County	96.93%	0.16%	0.43%	2.02%	0.47%
Bonner-West Riverside CDP	98.00%	0.00%	0.00%	2.00%	0.00%
Lincoln County	97.37%	0.02%	0.37%	1.96%	0.29%
Jefferson County	97.64%	0.03%	0.18%	1.96%	0.30%
Sun Prairie CDP	98.08%	0.00%	0.00%	1.92%	0.00%
Stillwater County	97.18%	0.17%	0.36%	1.91%	0.38%
Powder River County	97.61%	0.00%	0.10%	1.82%	0.48%
Orchard Homes CDP	96.30%	0.13%	1.48%	1.80%	0.29%
Kalispell city	97.19%	0.14%	0.71%	1.77%	0.18%
Lewis and Clark County	97.78%	0.12%	0.60%	1.54%	0.06%
Malmstrom AFB CDP	84.19%	8.42%	4.33%	1.63%	1.53%
Bozeman city	96.64%	0.33%	2.06%	1.61%	0.47%
Montana	92.78%	0.26%	0.63%	6.96%	0.48%

**TABLE 13**  
**HISPANIC CONCENTRATION**  
**1990 CENSUS - PERCENT**

AREA NAME	PERCENT
Malmstrom AFB CDP	5.05%
Lockwood CDP	4.26%
Billings city	2.92%
Helena West Side CDP	2.55%
Helena Valley Northwest CDP	2.52%
Big Horn County	2.32%
Rosebud County	2.29%
Silver Bow County	2.23%
Evergreen CDP	2.21%
Treasure County	2.17%
Richland County	2.03%
Montana	1.52%



nearly 6 percent of the population. Native American households also make up 4.36 percent of the total households in the state. For members of this group falling into in-need groups, such as very low or extremely low income, a percent of households in excess of 14.36 percent are considered in disproportionate need. Tables 14 through 21, on the following pages, list the areas of disproportionate need for Native Americans households by county. Tables 14 to 17 refer to renter households, Tables 18 to 21 include owner households.

**TABLE 14**  
**NATIVE AMERICAN CONCENTRATIONS**  
**OVER STATE AVERAGE POPULATION**  
**RENTER HOUSEHOLDS**

TOTAL RENTER HH 0-30% MFI		TOTAL RENTER HH 31-50% MFI		TOTAL RENTER HH 51-80% MFI	
Glacier County	87.11%	Roosevelt County	66.67%	Glacier County	66.96%
Roosevelt County	74.67%	Glacier County	66.00%	Big Horn County	63.30%
Big Horn County	71.61%	Big Horn County	63.77%	Roosevelt County	61.94%
Blaine County	62.16%	Blaine County	50.64%	Blaine County	27.60%
Rosebud County	44.44%	Lake County	34.66%	Rosebud County	26.28%
Lake County	43.18%	Rosebud County	28.97%	Lake County	16.66%
Hill County	34.42%	Hill County	19.08%	Hill County	16.44%
Golden Valley County	30.00%				
Pondera County	29.69%				
Valley County	23.36%				
Phillips County	20.39%				
Toole County	16.74%				
Cascade County	16.04%				
Powell County	14.88%				

**TABLE 15**  
**NATIVE AMERICAN CONCENTRATIONS**  
**OVER STATE AVERAGE POPULATION**  
**RENTER HOUSEHOLDS**

ELDERLY RENTER HH 0-30% MFI		ELDERLY RENTER HH 31-50% MFI		ELDERLY RENTER HH 51-80% MFI	
Glacier County	64.06%	Blaine County	37.04%	Glacier County	28.67%
Pondera County	62.17%	Glacier County	26.03%	Roosevelt County	18.92%
Roosevelt County	33.33%	Lake County	23.69%		
Big Horn County	26.83%				
Blaine County	24.14%				

**TABLE 16**  
**NATIVE AMERICAN CONCENTRATIONS**  
**OVER STATE AVERAGE POPULATION**  
**RENTER HOUSEHOLDS**

SMALL RELATED RENTER HH 0-30% MFI		SMALL RELATED RENTER HH 31-50% MFI		SMALL RELATED RENTER HH 51-80% MFI	
Glacier County	96.17%	Glacier County	71.77%	Glacier County	70.30%
Roosevelt County	85.35%	Roosevelt County	68.70%	Roosevelt County	67.20%
Big Horn County	76.35%	Blaine County	66.04%	Big Horn County	63.72%
Blaine County	76.00%	Rosebud County	60.00%	Powell County	41.46%
Hill County	61.81%	Big Horn County	46.68%	Rosebud County	31.40%
Lake County	56.30%	Lake County	40.00%	Blaine County	29.33%
Rosebud County	48.48%	Valley County	39.47%	Hill County	23.27%
Valley County	32.76%	Hill County	29.67%	Lake County	22.34%
Toole County	32.00%	Sanders County	26.47%	Broadwater County	21.88%
Powell County	28.57%	Pondera County	15.38%	Pondera County	16.90%
Phillips County	24.00%				
Cascade County	21.99%				
Chouteau County	21.62%				
Pondera County	20.61%				
Yellowstone County	16.91%				

**TABLE 17**  
**NATIVE AMERICAN CONCENTRATIONS**  
**OVER STATE AVERAGE POPULATION**  
**RENTER HOUSEHOLDS**

LARGE RELATED RENTER HH 0-30% MFI		LARGE RELATED RENTER HH 31-50% MFI		LARGE RELATED RENTER HH 51-80% MFI	
Big Horn County	100.00%	Stillwater County	100.00%	Glacier County	91.67%
Glacier County	100.00%	Big Horn County	97.18%	Roosevelt County	78.00%
Roosevelt County	87.67%	Roosevelt County	93.62%	Big Horn County	77.36%
Rosebud County	87.10%	Blaine County	88.67%	Pondera County	76.47%
Blaine County	85.42%	Glacier County	78.79%	Blaine County	46.46%
Valley County	83.33%	Hill County	70.27%	Hill County	39.13%
Fergus County	75.00%	Pondera County	66.67%	Rosebud County	34.21%
Hill County	66.62%	Rosebud County	34.00%	Lake County	33.33%
Lake County	45.61%	Lake County	32.31%	Prairie County	33.33%
Phillips County	38.10%	Park County	25.00%		
Cascade County	31.38%				
Missoula County	23.30%				
Yellowstone County	22.95%				
Sweet Grass County	20.00%				

**TABLE 18**  
**NATIVE AMERICAN CONCENTRATIONS**  
**OVER STATE AVERAGE POPULATION**  
**OWNER HOUSEHOLDS**

TOTAL OWNER HH 0-30% MFI		TOTAL OWNER HH 31-50% MFI		TOTAL OWNER HH 51-80% MFI	
Glacier County	79.65%	Glacier County	56.45%	Big Horn County	60.00%
Big Horn County	64.39%	Rosebud County	48.31%	Glacier County	47.99%
Rosebud County	48.76%	Blaine County	45.34%	Roosevelt County	33.63%
Roosevelt County	44.31%	Roosevelt County	42.70%	Rosebud County	25.89%
Blaine County	25.88%	Big Horn County	40.85%	Blaine County	24.02%
Phillips County	23.48%	Lake County	15.94%	Lake County	15.95%
Hill County	21.64%	Pondera County	15.33%		
Pondera County	18.99%				
Lake County	17.67%				

**TABLE 19**  
**NATIVE AMERICAN CONCENTRATIONS**  
**OVER STATE AVERAGE POPULATION**  
**OWNER HOUSEHOLDS**

ELDERLY OWNER HH 0-30% MFI		ELDERLY OWNER HH 31-50% MFI		ELDERLY OWNER HH 51-80% MFI	
Glacier County	46.16%	Glacier County	27.78%	Roosevelt County	28.70%
Big Horn County	39.61%	Roosevelt County	20.30%	Big Horn County	23.60%
Pondera County	34.62%	Rosebud County	17.19%	Rosebud County	22.22%
Blaine County	21.67%	Blaine County	15.63%	Glacier County	18.37%
Roosevelt County	19.28%				
Phillips County	17.81%				

**TABLE 20**  
**NATIVE AMERICAN CONCENTRATIONS**  
**OVER STATE AVERAGE POPULATION**  
**OWNER HOUSEHOLDS**

SMALL RELATED OWNER HH 0-30% MFI		SMALL RELATED OWNER HH 31-50% MFI		SMALL RELATED OWNER HH 51-80% MFI	
Glacier County	86.36%	Roosevelt County	73.33%	Glacier County	73.17%
Big Horn County	74.66%	Glacier County	69.61%	Big Horn County	43.61%
Roosevelt County	47.69%	Blaine County	62.60%	Roosevelt County	32.14%
Rosebud County	38.10%	Big Horn County	59.09%	Blaine County	26.00%
Hill County	26.42%	Pondera County	50.00%	Petroleum County	26.00%
Phillips County	23.08%	Powell County	48.00%	Lake County	19.14%
Lake County	20.77%	Rosebud County	46.36%	Rosebud County	16.67%
		Hill County	21.06%	Sanders County	16.52%
		Lake County	17.98%		
		Deer Lodge County	14.81%		

**TABLE 21**  
**NATIVE AMERICAN CONCENTRATIONS**  
**OVER STATE AVERAGE POPULATION**  
**OWNER HOUSEHOLDS**

LARGE RELATED OWNER HH 0-30% MFI		LARGE RELATED OWNER HH 31-50% MFI		LARGE RELATED OWNER HH 51-80% MFI	
Rosebud County	100.00%	Blaine County	91.30%	Rosebud County	77.27%
Big Horn County	96.24%	Big Horn County	83.10%	Big Horn County	77.19%
Glacier County	96.06%	Roosevelt County	79.49%	Glacier County	76.92%
Hill County	76.61%	Rosebud County	78.26%	Pondera County	69.38%
Roosevelt County	74.29%	Glacier County	76.92%	Blaine County	49.32%
Blaine County	63.16%	Valley County	64.66%	Roosevelt County	46.36%
Phillips County	60.00%	Hill County	46.28%	Lake County	37.60%
Wheatland County	60.00%	Lake County	38.24%	Phillips County	36.29%
Chouteau County	60.00%	Phillips County	26.00%	Hill County	30.38%
Lake County	32.43%			Jefferson County	16.00%
Sanders County	30.96%				
Pondera County	26.09%				

The purpose of these computations is to identify areas of disproportional concentrations, thereby inferring degree of need. Once completed, such data is intended to guide strategy formulation and policy decision making. However, data included in these tables is sometimes misleading for two reasons. Some counties have very low numbers of persons in an income category and in-need group (e.g. very low-income large related renter households). In these areas, if *any* Native Americans were in that grouping, the percentage would reach 100 percent.



As well, several county areas have tribal lands; as such, high Native American concentrations would indeed be the expected norm, rather than the exception. Explicit identification of geographic areas falling under the domain of the State of Montana and its Consolidated Plan and the Tribal Lands, and their respective housing and community development plans, is therefore somewhat clouded. Hence, explicit policy conclusions cannot be drawn directly from these data alone.

## GENDER

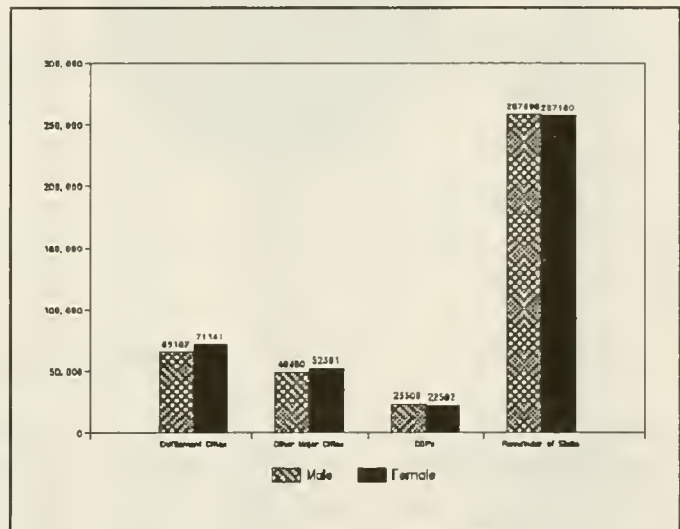
Montana is in essence a gender-balanced state, with about 49.5 percent of the population male, and 50.5 percent female. The major cities tend to have slightly more females than males, and the rural areas tend to have more males. Diagram 24, at right, portrays the area distinctions.

## AGE

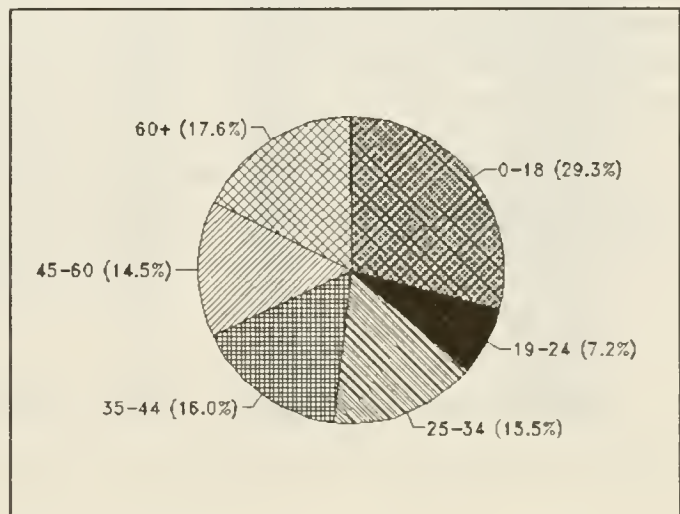
The largest segment of the population is the young, from 0 to 18 years of age. This group comprises 29.3 percent of the total population. However, the population of Montana is somewhat older than that of the nation as a whole; the 1990 median age in Montana was 33.8 while the national median age was 32.9. The elderly (60 years of age and older) also have a significant representation in the age distribution of Montana, at 17.6 percent. Diagram 25, at right, presents the statewide age breakdowns. Table 22, below, presents area age cohorts.

The 35-44 group follows as the third largest age class in the state, at 16 percent. The 25-34 year old group has 15.5 percent, the 45-60 group has 14.5 percent, and the 19-24 year old group has the smallest representation, with 7.2 percent of the total population.

**DIAGRAM 24  
SEX BY GEOGRAPHIC AREA  
1990 CENSUS**



**DIAGRAM 25  
STATE AGE DISTRIBUTION  
1990 CENSUS**



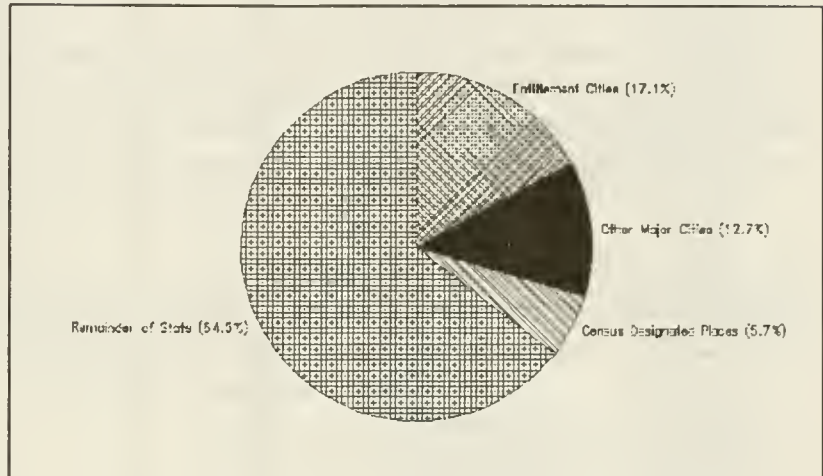
**TABLE 22**  
**AGE COHORTS - 1990 CENSUS**

AREA NAME	PERSONS 18 AND UNDER	PERSONS 19-24	PERSONS 25-34	PERSONS 35-44	PERSONS 45-59	PERSONS 60 AND OLDER	TOTAL PERSONS
Billings city	22,033	6,486	14,096	12,433	11,687	14,416	81,151
Bozeman city	4,714	6,288	4,102	2,983	2,155	2,418	22,660
Great Falls city	15,144	3,935	9,068	8,076	8,399	10,475	55,097
Helena city	6,428	2,006	3,780	4,191	3,803	4,338	24,346
Kalispell city	3,037	817	1,784	1,871	1,548	2,860	11,917
Missoula city	10,374	6,548	7,835	6,872	4,831	6,658	42,918
Bonner-West Riverside CDP	514	160	291	302	211	176	1,654
Evergreen CDP	1,347	272	717	664	564	545	4,109
Helena Valley Northeast CDP	724	84	258	305	226	178	1,775
Helena Valley Northwest CDP	487	21	199	290	181	53	1,231
Helena Valley Southeast CDP	1,712	285	905	781	584	334	4,601
Helena Valley West Central CDP	2,095	345	962	1,198	1,020	717	6,327
Helena West Side CDP	424	55	323	317	325	436	1,880
Lockwood CDP	1,394	223	719	733	485	413	3,967
Lolo CDP	1,009	128	481	588	303	227	2,746
Malmstrom AFB CDP	2,188	1,313	1,844	549	19	25	5,938
Orchard Homes CDP	2,836	934	1,818	1,819	1,446	1,464	10,317
Sun Prairie CDP	522	79	222	237	230	66	1,356
Beaverhead County	2,511	782	1,253	1,208	1,308	1,366	8,424
Big Horn County	4,316	838	1,754	1,628	1,514	1,287	11,337
Blaine County	2,349	409	945	928	923	1,174	6,728
Broadwater County	1,012	122	453	517	527	687	3,318
Carbon County	2,257	214	1,000	1,301	1,188	2,120	8,080
Carter County	400	71	210	194	274	354	1,503
Cascade County	4,564	748	2,261	2,523	2,717	2,487	15,300
Chouteau County	1,610	211	757	851	791	1,232	5,452
Custer County	3,467	586	1,709	1,807	1,633	2,495	11,697
Daniels County	599	80	236	356	386	609	2,266
Dawson County	2,825	495	1,347	1,308	1,596	1,934	9,505
Deer Lodge County	2,557	714	1,301	1,452	1,675	2,579	10,278
Fallon County	987	103	452	448	469	644	3,103
Fergus County	3,405	479	1,624	1,748	1,701	3,126	12,083
Flathead County	13,190	1,871	6,248	8,222	6,766	6,995	43,192
Gallatin County	8,539	1,646	4,843	5,487	3,815	3,473	27,803
Garfield County	502	61	218	215	242	351	1,589
Glacier County	4,630	806	2,001	1,533	1,602	1,549	12,121
Golden Valley County	282	44	120	125	141	220	912
Grainger County	885	134	326	361	446	596	2,548
Hill County	5,652	1,373	2,866	2,489	2,470	2,804	17,654
Jefferson County	2,448	352	1,153	1,618	1,259	1,109	7,939
Judith Basin County	621	78	319	359	364	541	2,282
Lake County	6,675	1,172	2,776	3,149	2,906	4,363	21,041
Lewis and Clark County	2,163	325	1,082	1,484	1,042	1,239	7,335
Liberty County	752	81	355	301	347	459	2,295
Lincoln County	5,427	836	2,381	2,922	3,000	2,915	17,481
Madison County	1,584	312	819	955	932	1,387	5,989
McCone County	686	96	310	355	327	492	2,276
Meagher County	502	81	254	272	304	406	1,819
Mineral County	996	122	491	521	537	648	3,315
Missoula County	6,766	1,171	3,304	3,963	3,486	2,362	21,052
Musselshell County	1,097	183	455	720	558	1,093	4,106
Park County	3,875	620	2,201	2,787	2,185	2,946	14,614
Petroleum County	146	36	71	87	77	102	519
Phillips County	1,621	259	784	709	781	1,009	5,183
Pondera County	2,069	286	970	842	895	1,371	6,433
Powder River County	506	106	274	334	302	468	2,090
Powell County	1,608	538	971	1,349	905	1,251	6,620
Prairie County	348	40	134	207	215	438	1,383
Ravalli County	7,192	1,185	2,862	3,956	4,169	5,545	25,010
Richland County	3,543	518	1,697	1,709	1,345	1,903	10,716
Roosevelt County	4,066	641	1,800	1,477	1,388	1,627	10,999
Rosebud County	3,949	666	1,666	1,803	1,413	1,008	10,505
Sanders County	2,590	387	1,103	1,475	1,283	1,831	8,668
Shannon County	1,280	151	593	658	745	1,295	4,732
Silver Bow County	8,993	2,525	4,936	4,988	5,107	7,392	33,941
Sullivan County	1,898	297	902	1,035	1,024	1,380	6,536
Sweet Grass County	876	96	373	516	482	811	3,154
Teton County	1,897	298	809	950	930	1,387	6,271
Toole County	1,542	215	737	776	721	1,055	5,046
Treasure County	261	44	115	125	144	185	874
Valley County	2,379	381	1,112	1,273	1,268	1,826	8,239
Wheatland County	636	118	268	279	371	574	2,246
Wibaux County	339	53	161	181	158	299	1,191
Yellowstone County	9,120	1,307	4,437	5,024	4,586	3,825	28,301
Montana	233,863	57,351	123,913	128,067	115,548	140,323	799,065

## POPULATION DISTRIBUTION

Sixty-five percent of Montana's population resides in small towns and rural areas of the state. The two entitlement cities,<sup>11</sup> Billings and Great Falls, have over 17 percent of the state's population, with the other major cities combined containing about 12.7 percent of the total population. The population residing in areas surrounding the larger cities (i.e., CDPs) comprises 5.7 percent of the state population. These figures are displayed in Diagram 26, at right.

**DIAGRAM 26  
DISTRIBUTION OF POPULATION BY AREA  
1990 CENSUS**



## HOUSEHOLDS, FAMILIES, AND HOUSEHOLD SIZE

There were 306,919 Montana households reported in the 1990 Census. For this report, households have been distinguished according to the following types: individual households, family households, elderly individual households, elderly family households, and two or more person non-family households. The fundamental distinction between these household types is their housing size requirements. A further distinction is made between elderly and non-elderly households.

The predominant household type in Montana is the family household, which represents 51 percent of all Montana households. Two-person households without children also represent a large household group, followed by single households. All remaining household types represent 40 percent of the population. Just as the elderly represent a significant portion of the population, they represent a significant portion of Montana's households. Of all households in the state, about 30 percent are elderly households. Accordingly, elderly families occupy over half of the two-person households in the state and just under half of all one-person households. Data representing all the state areas for family households, urban, rural, and total households is portrayed on the following page in Table 23.

<sup>11</sup> An entitlement city is defined as a metropolitan area with a population of 50,000 or more people. Entitlement cities submit their own Consolidated Plan Submissions.



**TABLE 23**  
**FAMILY, HOUSEHOLD, AND POPULATION CHARACTERISTICS - 1990 CENSUS**

AREA NAME	FAMILIES	HOUSEHOLDS	PERSONS PER HOUSEHOLD	URBAN POPULATION	RURAL POPULATION	TOTAL POPULATION
Billings city	21,816	33,284	2.44	81,151	0	81,151
Bozeman city	4,565	8,724	2.60	22,660	0	22,660
Great Falls city	15,086	22,647	2.43	55,097	0	55,097
Helena city	6,340	10,421	2.34	24,346	0	24,346
Kelispell city	3,123	5,254	2.27	11,917	0	11,917
Missoula city	10,163	17,765	2.42	42,918	0	42,918
Bonner-West Riverside CDP	462	654	2.53	0	1,654	1,654
Evergreen CDP	1,095	1,538	2.67	4,109	0	4,109
Helena Valley Northeast CDP	447	537	3.31	0	1,775	1,775
Helena Valley Northwest CDP	324	379	3.25	0	1,231	1,231
Helena Valley Southeast CDP	1,250	1,575	2.92	4,601	0	4,601
Helena Valley West Central CDP	1,803	2,235	2.83	8,327	0	8,327
Helena West Side CDP	549	766	2.45	0	1,890	1,890
Lockwood CDP	1,076	1,374	2.89	3,987	0	3,987
Lolo CDP	772	925	2.97	2,746	0	2,746
Malmstrom AFB CDP	1,423	1,441	4.12	5,939	0	5,939
Orchard Homes CDP	2,890	4,219	2.45	10,317	0	10,317
Sun Prairie CDP	412	440	3.08	0	1,356	1,356
Beaverhead County	2,153	3,186	2.66	3,991	4,433	8,424
Big Horn County	2,690	3,395	3.34	2,940	8,397	11,337
Blaine County	1,709	2,385	2.82	0	6,728	6,728
Broadwater County	948	1,308	2.53	0	3,318	3,318
Carbon County	2,334	3,309	2.44	0	8,080	8,080
Carter County	409	587	2.56	0	1,503	1,503
Cascade County	4,368	5,678	2.69	2,496	12,804	15,300
Chouteau County	1,563	2,096	2.60	0	5,452	5,452
Custer County	3,100	4,599	2.54	8,461	3,236	11,697
Daniels County	634	922	2.48	0	2,266	2,266
Dawson County	2,666	3,719	2.56	4,802	4,703	9,505
Deer Lodge County	2,670	4,068	2.53	7,517	2,761	10,278
Fallon County	873	1,170	2.65	0	3,103	3,103
Fergus County	3,256	4,634	2.61	6,051	6,032	12,083
Flathead County	12,190	16,064	2.69	7,468	35,726	43,192
Gallatin County	7,904	10,383	2.68	3,411	24,392	27,803
Garfield County	441	581	2.73	0	1,589	1,589
Glacier County	2,859	3,788	3.20	3,329	8,792	12,121
Golden Valley County	224	319	2.86	0	912	912
Greene County	716	1,053	2.42	0	2,548	2,548
Hill County	4,517	6,411	2.75	10,322	7,332	17,654
Jefferson County	2,139	2,833	2.80	0	7,939	7,939
Judith Basin County	666	917	2.49	0	2,282	2,282
Lake County	5,766	7,891	2.67	3,254	17,787	21,041
Lewis and Clark County	2,076	2,835	2.59	0	7,335	7,335
Liberty County	579	801	2.87	0	2,295	2,295
Lincoln County	4,926	6,735	2.60	2,644	14,837	17,481
Madison County	1,640	2,367	2.53	0	5,988	5,988
McCone County	659	855	2.66	0	2,278	2,278
Meagher County	478	712	2.55	0	1,819	1,819
Mineral County	681	1,311	2.53	0	3,315	3,315
Missoula County	5,964	7,455	2.82	3,771	17,281	21,052
Musselshell County	1,126	1,668	2.46	0	4,106	4,106
Park County	3,915	5,629	2.60	6,701	7,913	14,614
Petroleum County	161	212	2.45	0	519	519
Phillips County	1,377	1,943	2.68	0	5,163	5,163
Pondera County	1,571	2,158	2.98	2,850	3,583	6,433
Powder River County	585	807	2.59	0	2,090	2,090
Powell County	1,536	2,245	2.95	3,344	3,276	6,620
Freine County	410	565	2.45	0	1,383	1,383
Ravalli County	8,932	9,608	2.60	2,737	22,273	25,010
Richland County	2,854	4,009	2.67	5,217	5,499	10,716
Roosevelt County	2,758	3,673	2.89	2,880	8,119	10,999
Rosebud County	2,629	3,476	3.02	3,185	7,320	10,505
Sanders County	2,308	3,425	2.53	0	8,669	8,669
Shenando County	1,353	1,894	2.50	0	4,732	4,732
Silver Bow County	9,072	13,825	2.46	31,415	2,526	33,941
Stillwater County	1,920	2,579	2.53	0	6,536	6,536
Sweet Grass County	867	1,278	2.47	0	3,154	3,154
Teton County	1,683	2,349	2.67	0	6,271	6,271
Toole County	1,304	1,905	2.85	2,763	2,283	5,046
Treasure County	260	344	2.54	0	874	874
Valley County	2,296	3,259	2.53	3,574	4,665	8,239
Wheatland County	565	857	2.62	0	2,246	2,246
Wibaux County	324	470	2.53	0	1,191	1,191
Yellowstone County	8,115	10,219	2.77	8,774	19,527	28,301
Montana	213,625	306,919	2.60	418,989	379,076	798,065

## FAMILIES

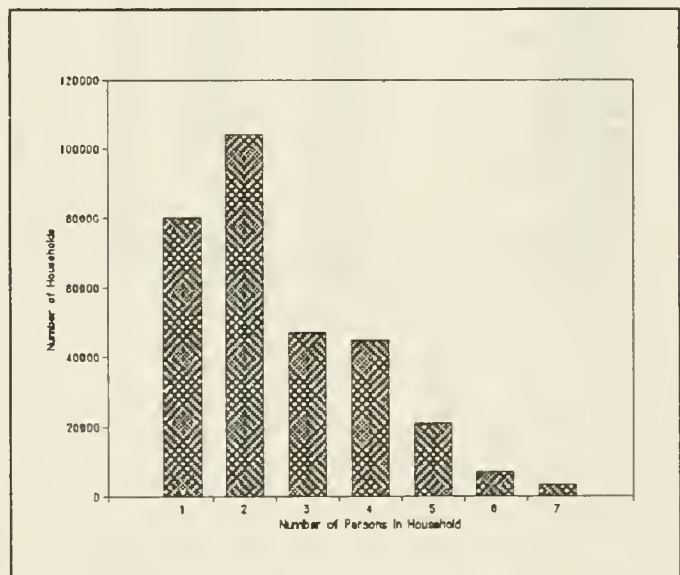
Of the 211,650 families in Montana, 61.5 percent live in rural areas. Montana families are generally headed by married couples. The number of households headed by single persons is significant and is of particular importance in a discussion of affordable housing. Married couples represent 83.4 percent of the state's family types. Of the married couples, 48.6 percent have children, while 51.4 percent have no children. Elderly families, which generally consist of only husband and wife, comprise a large portion of the married couples with no children. The concentrations of couples is higher in rural areas of the state. Conversely, there are higher concentrations of households headed by single persons in the major cities.

There are currently 35,139 family households in Montana headed by single persons. This represents nearly 17 percent of the family households. Seventy-one percent of these households have children present. Furthermore, 75 percent of these households are headed by single women who are generally more likely to have children than single men.

## HOUSEHOLD SIZE

Household size also varies significantly throughout the state. Diagram 27 presents households separated by the number of people in each household. Note that the two largest groups of households are one- and two-person households. The number of persons per household ranges from a high of 4.12 at Malmstrom Air Force Base CDP to a low of 2.27 in Kalispell. Montana has an average of 2.60 persons per household. Specific area data relating to household size by number of persons per household is presented in Table 24, on the following page.

**DIAGRAM 27**  
**HOUSEHOLDS BY PERSONS PER HOUSEHOLD**  
**1990 CENSUS**



## RENTERS AND HOMEOWNERS

Just over 67 percent of Montana's occupied housing units are occupied by their owner (owner occupied); the remaining 33 percent are renter-occupied. The rate of home ownership is much higher in the rural areas of the state (72.6 percent) than in the major cities (only 59.8 percent). As is true of the nation as a whole, the largest single group of homeowners in Montana is the elderly. Of all the owner-occupied units in Montana, 26.4 percent are occupied by those 65 years of age and older. This is true of both the major cities and rural Montana.

**TABLE 24**  
**NUMBER OF HOUSEHOLDS BY PERSONS PER HOUSEHOLD - 1990 CENSUS**

AREA NAME	NUMBER OF PERSONS PER HOUSEHOLD							TOTAL HOUSEHOLDS
	1	2	3	4	5	6	7	
Billings city	8,896	11,348	5,138	4,464	1,954	447	237	33,284
Bozeman city	2,630	3,248	1,414	952	380	81	19	8,724
Great Falls city	6,639	7,774	3,395	3,037	1,168	414	220	22,647
Helena city	3,603	3,265	1,525	1,355	487	101	85	10,421
Kalispell city	1,915	1,720	710	572	247	63	27	5,254
Missoula city	6,850	6,019	2,671	2,018	801	293	113	17,765
Bonner-West Riverside CDP	158	178	129	157	11	20	0	654
Evergreen CDP	348	485	288	230	118	46	23	1,538
Helena Valley Northeast CDP	84	154	79	104	82	21	3	537
Helena Valley Northwest CDP	31	108	77	97	45	23	0	379
Helena Valley Southeast CDP	268	439	324	312	193	28	13	1,575
Helena Valley West Central CDP	358	740	409	420	283	30	14	2,235
Helena West Side CDP	188	288	173	76	17	7	17	766
Lockwood CDP	239	414	255	277	125	48	18	1,374
Lolo CDP	119	285	187	219	81	36	18	925
Malmstrom AFB CDP	19	251	420	503	188	61	0	1,441
Orchard Homes CDP	1,020	1,480	742	627	247	79	24	4,219
Sun Prairie CDP	20	152	126	101	18	8	15	440
Beaverhead County	877	1,082	451	437	208	66	45	3,168
Big Horn County	834	815	554	599	376	182	233	3,395
Blaine County	630	886	328	354	221	89	77	2,385
Broadwater County	318	473	192	181	105	33	7	1,309
Carbon County	800	1,227	428	450	225	48	31	3,309
Carter County	188	175	96	79	57	14	0	587
Cascade County	1,156	2,010	964	913	435	155	46	5,678
Chouteau County	508	744	303	316	173	42	12	2,096
Custer County	1,358	1,514	657	631	318	89	34	4,599
Daniels County	274	329	112	110	64	31	2	922
Dawson County	981	1,269	517	572	274	74	22	3,719
Deer Lodge County	1,308	1,321	620	549	178	60	36	4,068
Fallon County	280	411	150	164	128	31	6	1,170
Fergus County	1,263	1,658	621	608	353	84	47	4,634
Flathead County	3,288	5,722	2,558	2,759	1,192	420	125	16,064
Gallatin County	1,953	3,724	1,692	1,811	869	220	104	10,383
Garfield County	138	182	84	98	45	22	11	581
Glacier County	838	984	571	594	412	248	129	3,786
Golden Valley County	87	111	43	44	23	7	4	319
Granite County	312	365	151	141	43	32	9	1,053
Hill County	1,870	1,848	957	1,067	533	145	93	6,411
Jefferson County	817	878	407	500	240	69	22	2,833
Judith Basin County	243	348	120	135	59	8	3	917
Lake County	1,077	2,847	1,153	1,040	582	243	149	7,891
Lewis and Clark County	627	1,074	469	408	162	58	37	2,835

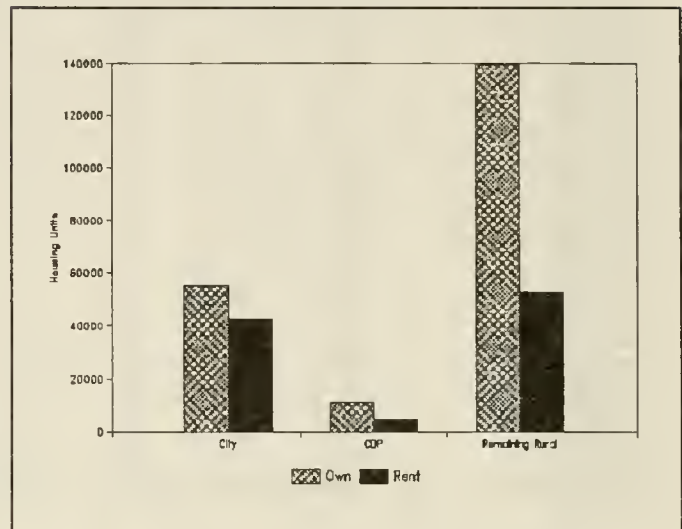


Liberty County	217	251	97	127	66	28	16	801
Lincoln County	1,638	2,403	1,013	983	466	139	83	6,735
Madison County	854	841	320	323	170	42	17	2,387
McCone County	187	306	108	154	85	29	8	865
Meagher County	211	285	86	78	46	11	4	712
Mineral County	337	494	165	179	80	24	22	1,311
Missoula County	1,178	2,521	1,337	1,418	685	213	102	7,466
Musselshell County	506	553	208	219	113	49	20	1,888
Park County	1,538	2,021	780	747	350	152	40	6,829
Petroleum County	47	90	30	27	11	4	3	212
Phillips County	519	612	284	282	182	28	26	1,843
Pondera County	545	716	276	332	208	50	28	2,156
Powder River County	213	287	126	117	68	18	8	807
Powell County	833	786	347	306	135	19	18	2,245
Prairie County	153	220	71	75	26	11	9	555
Ravalli County	2,348	3,650	1,410	1,311	570	196	124	9,808
Richland County	989	1,288	609	815	375	114	29	4,008
Roosevelt County	856	975	568	581	369	195	118	3,673
Rosebud County	737	805	565	611	382	131	136	3,476
Sanders County	929	1,200	467	435	269	88	37	3,425
Shendan County	507	710	237	278	103	50	8	1,884
Silver Bow County	4,383	4,366	2,039	1,841	866	281	38	13,825
Stillwater County	802	930	384	408	180	48	26	2,578
Sweet Grass County	382	451	168	163	73	39	4	1,278
Teton County	618	854	281	312	204	46	34	2,348
Toole County	564	618	285	249	141	41	7	1,905
Treasure County	82	118	58	52	23	7	2	344
Valley County	803	1,078	451	475	281	57	34	3,259
Wheatland County	276	308	86	98	70	18	1	857
Wibaux County	137	156	59	63	24	23	8	470
Yellowstone County	1,842	3,473	1,733	1,903	885	333	70	10,218
Montana	80,214	103,789	46,804	44,865	21,164	6,773	3,210	306,819

Overall, the 35-44 age group has the second highest rate of home ownership in both rural areas and in major cities. The total number of housing units was 361,155 according to the 1990 Census; over 15 percent of the units were vacant. Diagram 28 displays the number of households, by ownership status, in each of the three geographic area designations addressed herein. Area statistics that describe homeowners and renters are presented below in Table 25.

The people most likely to rent in Montana, in both rural areas and in major cities, are in the 25-35 age group. Given that people in this age category are more likely to live in the cities and occupy an individual unit, and that home ownership is less affordable in the major cities, there is an indication of a need for assistance to young adults who are first-time buyers in acquiring a home. Those least likely to rent are in the 45-54 year old group.

**DIAGRAM 28**  
**RENTERS AND OWNERS BY GEOGRAPHIC AREA**  
**1990 CENSUS**



### I.A.3. SUMMARY

Over the last 10 years, Montana's population has not risen appreciably, increasing only by about 12,000 people. The number of households have risen more due to fewer persons per household rather than from an increase in the population. In regard to Montana's demographic complexion, the population is predominately white. Native Americans, the state's largest racial minority, are highly concentrated in areas with tribal organizations. However, the tribal organizations typically have their own housing operations and are considered outside the scope of the state CPS development process and priority enumeration. Native American concentrations in areas of the state directly addressed by Montana's CPS are included herein, but available data does not distinctly identify the areas. There is little minority Hispanic concentration in Montana.

Economic conditions all across Montana have resulted in lower average real rates of pay over the last 10 to 15 years. Today, unemployment rates have eased somewhat, but employment worries persist. Accompanying this, one sees rising levels of low income households and vast sections of the state that can be considered low income. Nearly 50 percent of all households reported income of less than \$22,500 in 1989. This is significantly lower than the national median family income, which was nearly \$36,000 in 1989. Over 80 percent of all Montana households are below the national median family income. Furthermore, it is becoming increasingly difficult for Montana's first-time home buyers to complete a transaction, as the prices of homes are increasing faster than interest rates are falling.

**TABLE 25**  
**HOUSING UNITS BY OCCUPANCY STATUS - 1990 CENSUS**

AREA NAME	OCCUPIED UNITS	VACANT UNITS	URBAN UNITS	RURAL UNITS	OWNER OCCUPIED	RENTAL OCCUPIED	TOTAL UNITS
Billings city	33,181	2,783	35,964	0	20,287	12,884	36,964
Bozeman city	8,751	368	9,117	0	3,519	5,232	9,117
Great Falls city	22,638	1,618	24,157	0	14,207	8,432	24,157
Helena city	10,318	630	10,948	0	5,851	4,465	10,948
Kalispell city	5,237	300	6,537	0	2,828	2,411	6,537
Missoula city	17,677	811	18,488	0	8,750	9,927	18,488
Bonner-Weet Riverida CDP	681	68	0	720	387	274	720
Evergreen CDP	1,548	87	1,635	0	1,106	442	1,635
Helena Valley Northeast CDP	681	16	0	687	501	80	687
Helena Valley Northwest CDP	388	35	0	423	356	32	423
Helena Valley Southeast CDP	1,564	79	1,643	0	1,341	223	1,643
Helena Valley West Central CDP	2,205	76	2,281	0	1,892	313	2,281
Helena West Side CDP	731	48	0	779	581	150	778
Lockwood CDP	1,388	132	1,500	0	1,090	278	1,500
Lolo CDP	913	40	853	0	716	197	853
Malmstrom AFB CDP	1,415	81	1,499	0	90	1,325	1,486
Orchard Homes CDP	4,188	170	4,339	0	2,605	1,684	4,339
Sun Prairie CDP	410	41	0	451	381	29	451
Beaverhead County	3,211	817	1,804	2,324	1,575	1,236	4,128
Big Horn County	3,448	856	1,303	3,001	2,150	1,288	4,304
Blaine County	2,378	551	0	2,930	1,478	900	2,930
Broadwater County	1,280	313	0	1,593	958	321	1,593
Carbon County	3,269	1,558	0	4,828	2,408	881	4,828
Carter County	589	227	0	816	458	133	816
Cascade County	5,868	1,290	1,075	5,884	4,809	1,160	6,959
Chouteau County	2,064	604	0	2,668	1,431	833	2,688
Custer County	4,631	774	4,006	1,399	3,100	1,631	5,406
Daniels County	819	301	0	1,220	730	189	1,220
Dawson County	3,681	798	2,381	2,098	2,885	1,006	4,487
Deer Lodge County	4,080	770	3,559	1,271	2,881	1,088	4,830
Fallon County	1,166	359	0	1,626	888	268	1,525
Fergus County	4,603	1,129	2,867	2,865	3,290	1,313	5,732
Flathead County	16,049	3,758	3,483	16,344	12,199	3,850	19,807
Gallatin County	10,264	1,968	1,290	10,943	7,606	2,658	12,233
Garfield County	677	347	0	924	409	168	824
Glacier County	3,816	981	1,632	3,265	2,325	1,491	4,787
Golden Valley County	330	102	0	432	261	69	432
Granite County	1,051	873	0	1,924	782	258	1,824
Hill County	8,426	818	4,335	3,010	4,058	2,370	7,345
Jefferson County	2,867	435	0	3,302	2,313	654	3,302
Judith Basin County	908	438	0	1,346	882	246	1,346
Lake County	7,814	3,158	1,561	9,411	5,485	2,329	10,872
Lewis and Clark County	2,864	1,878	0	4,743	2,247	817	4,743
Liberty County	788	219	0	1,007	685	223	1,007
Lincoln County	6,688	1,334	1,168	6,834	4,888	1,780	8,002
Madison County	2,387	1,515	0	3,802	1,643	744	3,802
McCone County	844	317	0	1,161	650	184	1,161
Meagher County	709	550	0	1,258	478	231	1,259
Mineral County	1,282	353	0	1,635	834	348	1,635
Missoula County	7,362	1,604	1,560	7,408	6,156	1,206	8,888
Musselshell County	1,661	522	0	2,183	1,297	364	2,183
Park County	5,643	1,329	3,137	3,835	3,748	1,885	6,972
Petroleum County	209	84	0	293	159	50	283
Phillips County	1,931	834	0	2,785	1,347	584	2,785
Pondera County	2,246	372	1,267	1,351	1,582	864	2,818
Powder River County	805	281	0	1,096	591	214	1,096
Powell County	2,234	601	1,636	1,199	1,603	831	2,835
Prairie County	568	191	0	749	448	120	749
Ravalli County	9,680	1,401	1,476	8,623	7,281	2,417	11,099
Richland County	3,956	889	2,363	2,462	2,797	1,159	4,825
Roosevelt County	3,694	571	1,236	3,029	2,361	1,333	4,265
Rosebud County	3,479	772	1,192	3,058	2,395	1,084	4,251
Sanders County	3,397	938	0	4,335	2,551	846	4,335
Shenando County	1,899	518	0	2,417	1,463	438	2,417
Silver Bow County	13,898	1,575	14,335	1,139	9,844	4,055	15,474
Stillwater County	2,523	798	0	3,291	1,857	868	3,291
Sweet Grass County	1,281	358	0	1,639	824	357	1,639
Teton County	2,329	396	0	2,725	1,710	619	2,725
Toole County	1,922	432	1,302	1,062	1,381	541	2,354
Treasure County	339	109	0	448	219	120	448
Valley County	3,288	2,038	1,744	3,560	2,332	936	5,304
Wheatland County	849	280	0	1,129	639	210	1,129
Wibaux County	454	109	0	583	329	125	583
Yellowstone County	10,140	1,177	3,860	7,457	7,884	2,156	11,317
Montana	306,163	54,982	183,518	177,637	205,938	100,225	361,155



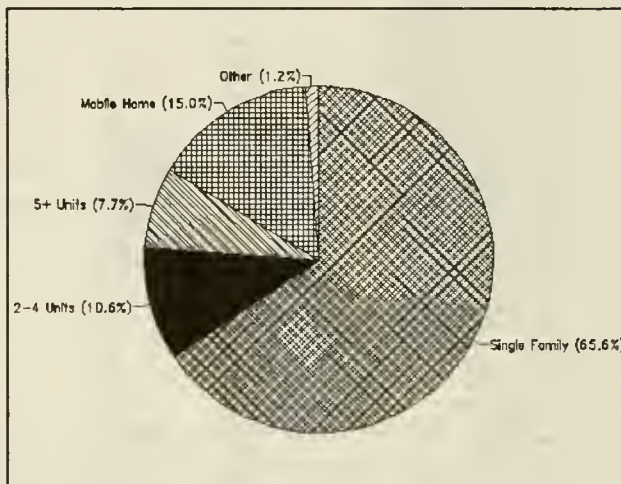
## I.B. HOUSING MARKET ANALYSIS

### 1. HOUSING ATTRIBUTES

#### a. TYPES OF HOUSING

Single-family detached units are the predominant housing type in Montana. They comprise 65.6 percent of the state's total units. Multifamily units, with two or more units, represent the second largest group, at 18.3 percent. Mobile homes comprise 15 percent of the total housing units. Diagram 29, at right, presents the percent of each housing type in the state. However, the presence of each housing type varies significantly around the state. For example, rural Montana has a higher concentration of single-family units than the major cities; these areas also have more mobile homes than the major cities. Needs for housing around the state will vary depending upon the predominance of various housing types. To better view the large variations from area to area, data on housing type for all geographic regions is presented in Table 26, on the following page.

**DIAGRAM 29**  
**TYPE OF HOUSING UNIT - 1990 CENSUS**



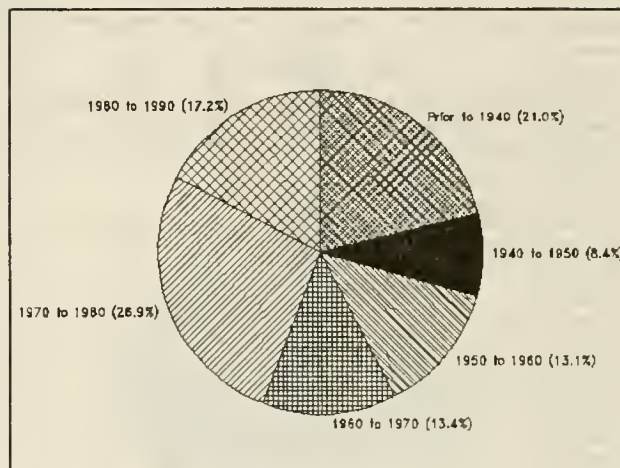
**TABLE 26**  
**TYPE OF HOUSING UNIT - 1990 CENSUS**

AREA NAME	SINGLE FAMILY UNITS		2-4 UNITS		MULTI-FAMILY UNITS				MOBILE HOMES	OTHER HOMES	TOTAL UNITS
	DETACHED	ATTACHED	DUPLEX	TRI & QUADRIplex	6-9 UNITS	10-19 UNITS	20-49 UNITS	50 OR MORE			
Billings city	21,832	1,186	2,782	2,280	2,348	1,276	645	788	2,707	423	35,864
Bozeman city	3,516	318	801	1,479	783	717	601	209	689	125	9,117
Great Falls city	14,748	845	1,187	1,821	1,082	1,386	1,217	381	1,683	130	24,167
Helena city	6,003	288	890	1,464	688	463	322	287	534	117	10,846
Kalispell city	3,630	163	318	468	226	188	302	171	142	27	6,637
Missoula city	10,181	347	1,707	1,888	1,036	1,123	881	380	830	198	18,488
Bonnamy West Riverside CDP	341	0	0	32	0	0	0	0	340	7	720
Evergreen CDP	827	28	30	18	8	21	0	0	687	16	1,836
Helena Valley Northeast CDP	441	0	5	5	0	0	0	0	148	0	597
Helena Valley Northwest CDP	315	0	0	0	0	0	0	0	108	0	423
Helena Valley Southeast CDP	845	0	8	28	0	0	0	0	764	0	1,843
Helena Valley West Central CDP	1,544	0	14	7	0	4	0	0	712	0	2,281
Helena West Side CDP	413	0	34	25	0	0	0	0	307	0	778
Lockwood CDP	779	9	4	28	0	0	0	0	688	13	1,500
Lolo CDP	639	0	27	40	8	17	0	0	210	11	953
Malmstrom AFB CDP	38	1,118	58	70	68	0	0	0	86	76	1,498
Orchard Homes CDP	2,498	100	508	262	8	0	0	0	933	34	4,338
Sun Prairie CDP	280	0	0	0	0	0	0	0	171	0	451
Beaverhead County	2,879	33	148	92	87	48	100	0	780	182	4,128
Big Horn County	3,080	7	88	106	120	40	23	0	758	72	4,304
Blaine County	2,211	18	88	77	38	40	47	0	383	18	2,830
Broadwater County	1,098	14	12	51	21	15	0	0	348	33	1,593
Carbon County	3,775	59	106	92	74	22	0	0	882	18	4,828
Carter County	683	6	7	0	0	8	0	0	218	18	816
Cascade County	5,045	34	88	84	34	8	20	0	1,588	36	6,859
Chouteau County	1,953	23	49	38	40	45	0	0	514	8	2,688
Custer County	3,693	68	187	279	183	119	70	101	814	73	5,405
Daniels County	970	11	8	30	11	21	0	0	157	14	1,220
Dawson County	3,170	87	184	168	132	58	61	0	684	52	4,487
Deer Lodge County	3,828	78	130	183	72	81	90	0	297	70	4,830
Fallon County	1,113	7	31	45	28	28	0	0	262	8	1,525
Fergus County	4,065	22	121	181	148	138	30	0	924	123	6,732
Flathead County	13,732	361	445	583	288	308	118	145	3,555	265	18,807
Gallatin County	8,006	518	235	401	184	110	0	89	2,554	149	12,233
Garfield County	846	3	8	12	8	0	0	0	238	10	924
Glacier County	3,077	181	218	152	86	82	87	0	911	46	4,787
Golden Valley County	356	0	0	0	0	0	0	0	71	5	432
Groton County	1,350	14	11	28	21	20	0	0	473	7	1,824
Hill County	4,745	81	374	389	278	237	108	63	1,028	93	7,345
Jefferson County	2,377	17	45	36	11	33	31	0	713	38	3,302
Judith Basin County	1,037	8	11	4	3	23	0	0	253	7	1,348
Lake County	7,990	175	220	181	188	80	105	0	1,831	104	10,972
Lewis and Clark County	3,732	20	55	48	15	0	0	0	829	48	4,743
Liberty County	701	8	24	3	7	11	41	0	185	17	1,007
Lincoln County	5,457	48	84	105	124	134	84	0	1,818	138	8,002
Madison County	2,815	38	66	52	64	258	61	0	643	105	3,902
McCone County	874	6	15	24	19	0	0	0	219	4	1,161
Meagher County	873	2	24	18	18	0	0	0	248	80	1,259
Mineral County	952	12	31	22	28	2	0	0	557	31	1,635
Missoula County	6,311	60	114	31	29	15	0	0	2,351	55	8,866
Musselshell County	1,568	15	17	17	31	15	62	0	405	63	2,183
Park County	4,881	58	210	176	139	76	189	0	1,143	120	5,972
Perroleum County	207	0	0	0	0	0	0	0	81	5	283
Phillips County	1,830	26	31	81	55	55	0	0	495	82	2,765
Pondera County	1,962	60	20	58	72	42	32	0	329	45	2,618
Powder River County	670	5	23	11	7	0	0	0	359	21	1,096
Powell County	1,992	12	97	84	35	30	20	0	504	61	2,835
Prairie County	579	7	2	16	21	0	0	0	118	6	748
Ravalli County	8,135	86	215	194	125	97	54	58	1,882	153	11,099
Richland County	3,230	57	171	252	187	109	0	0	812	7	4,825
Roosevelt County	3,118	98	139	130	59	43	25	0	628	27	4,265
Rosebud County	2,248	107	132	175	96	81	0	0	1,353	58	4,251
Sanders County	3,047	38	73	30	64	8	24	0	957	94	4,335
Shannon County	1,766	17	28	96	76	64	0	0	350	18	2,417
Silver Bow County	10,786	207	644	668	577	498	601	78	1,447	88	15,474
Stillwater County	2,388	21	43	58	31	8	30	0	695	18	3,291
Sweet Grass County	1,285	11	43	33	41	0	0	0	211	15	1,639
Teton County	2,123	14	23	31	82	15	0	80	294	83	2,725
Toole County	1,644	21	53	26	97	41	48	0	384	42	2,354
Treasure County	316	4	3	0	0	13	0	0	112	0	448
Valley County	3,170	1,201	158	72	78	23	0	105	418	78	5,304
Wheatland County	845	7	13	38	10	13	0	0	190	13	1,128
Wibaux County	368	0	6	27	0	20	0	0	125	16	563
Yellowstone County	8,033	78	124	114	192	108	28	0	2,470	172	11,317
Montana	236,942	8,251	14,008	15,902	10,812	8,539	5,624	2,885	54,046	4,348	361,155

## b. AGE OF HOUSING STOCK

According to the 1990 Census, nearly 27 percent of Montana's dwelling units were constructed between 1970 and 1980. Another 21 percent were constructed prior to 1940. Homes built before 1940 have some potential for structural problems related to inadequate foundations and floor supports, poor plumbing, outdated electrical wiring, and substandard roofs. Because of this, pre-1940 housing tends to need moderate rehabilitation. Other prospective environmental hazards exist; these will be discussed shortly. Diagram 30 displays the percent of occupied units in each housing age category.

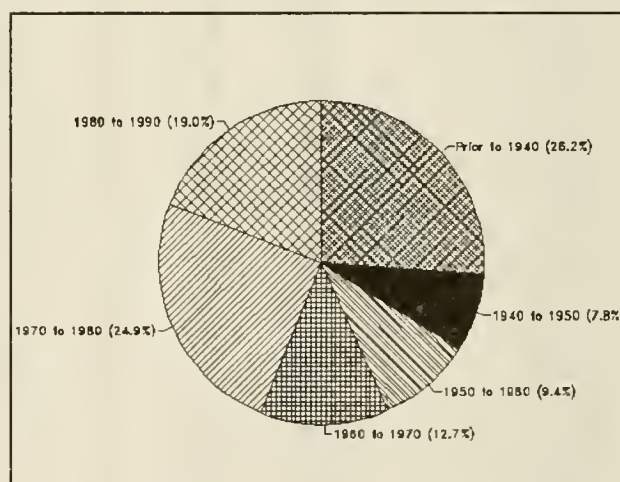
**DIAGRAM 30**  
**AGE OF OCCUPIED HOUSING UNITS**  
**1990 CENSUS**



Large discrepancies underlie the statewide average in quality of housing construction. As noted earlier, some areas of the state have lost population. This implies a shortfall in housing construction and increases the potential for a more hazardous housing stock. Table 27, on the following page, presents occupied housing vintage by area.

Still, over 15 percent of Montana's housing stock was listed as vacant in the 1990 Census. This includes for-sale properties, available vacant rentals, second homes, or vacation homes. Diagram 31, at right, shows the vintage categories for the vacant homes. It appears that age of housing plays a large role in whether the home is vacant, with over 26 percent of vacant homes being 50 years of age or older. Census data indicates that a large percent of vacant homes exist in the rural and less densely populated areas of the state. A much larger percent of vacant homes have missing or incomplete kitchen and plumbing facilities, and over 35 percent of the vacant housing stock in Meagher County lacks adequate plumbing. A portion of these homes is projected to be lost through demolition and abandonment. The extent of such losses (and other unsuitable housing conditions) on local housing stock varies widely around the state. The number of vacant homes, by age, is presented in Table 28, below.

**DIAGRAM 31**  
**AGE OF VACANT HOUSING STOCKS**  
**1990 CENSUS**





**TABLE 27**  
**OCCUPIED UNITS BY AGE OF HOUSING STOCK - 1990 CENSUS**

**BUILT DURING THE PERIOD:**

AREA NAME	1839 OR EARLIER	1940-49	1950-59	1960-69	1970-79	1980-84	1985-89	1990-90	TOTAL UNITS
Billings city	3,362	3,238	6,434	6,417	8,213	4,581	1,826	113	33,181
Bozeman city	1,848	687	1,023	1,236	2,161	1,062	578	68	8,751
Great Falls city	4,189	3,010	4,537	5,200	3,988	1,081	517	117	22,639
Helena city	3,138	887	1,278	1,588	2,203	616	653	33	10,316
Kalispell city	1,349	782	838	629	991	350	378	12	6,237
Missoula city	3,802	1,953	2,978	2,911	4,080	1,275	586	92	17,677
Bonnar-West Riverside COP	196	38	52	111	238	28	0	0	661
Evergreen COP	50	180	315	265	689	106	23	0	1,648
Helena Valley Northeast COP	70	6	12	48	221	129	88	6	581
Helena Valley Northwest COP	8	0	0	58	206	100	14	0	388
Helena Valley Southeast COP	21	1	37	143	913	306	122	21	1,564
Helena Valley West Central COP	70	20	74	472	1,059	286	196	18	2,205
Helena West Side COP	202	41	33	134	263	48	0	10	731
Lockwood COP	57	70	141	131	655	252	64	8	1,368
Lolo COP	22	4	10	134	515	121	97	10	913
Malmstrom AFB COP	0	212	506	506	117	37	37	0	1,415
Orchard Homes COP	301	286	718	1,082	1,231	322	193	36	4,169
Sun Prairie COP	0	0	0	18	287	64	23	8	410
Beaverhead County	925	184	255	441	874	350	122	21	3,211
Big Horn County	643	231	331	431	1,149	367	236	60	3,448
Blaine County	958	185	223	141	783	283	139	9	2,379
Broadwater County	288	79	89	107	447	205	63	4	1,280
Carbon County	1,380	150	146	275	806	342	163	17	3,258
Carter County	171	61	72	88	147	39	11	0	588
Cascade County	1,135	481	706	776	1,666	573	236	87	6,689
Chouteau County	854	157	339	197	481	122	117	17	2,084
Custer County	1,247	540	689	825	1,178	258	77	16	4,631
Daniels County	377	75	127	55	180	75	23	7	819
Dawson County	838	445	681	436	845	428	13	6	3,891
Deer Lodge County	2,007	388	762	360	441	56	36	0	4,060
Fallon County	415	55	116	141	303	108	25	2	1,166
Fergus County	1,817	391	672	440	867	307	106	3	4,603
Flathead County	1,686	985	1,788	1,724	5,082	2,980	1,861	273	16,048
Gallatin County	1,448	321	628	1,023	3,638	1,872	1,065	273	10,264
Garfield County	135	45	86	83	187	55	21	5	577
Glacier County	699	263	394	449	1,151	480	340	30	3,818
Golden Valley County	154	9	44	18	66	24	14	0	330
Granite County	349	93	93	101	226	110	61	18	1,051
Hill County	1,254	788	1,238	821	1,507	644	163	11	6,426
Jaffarson County	828	88	148	250	1,020	358	354	40	2,867
Judith Basin County	416	40	97	50	180	80	25	10	808
Lake County	1,249	552	778	929	2,597	842	642	225	7,814
Lewis and Clark County	584	128	285	326	883	373	253	31	2,864
Liberty County	233	58	138	80	183	72	26	0	788
Lincoln County	857	480	862	1,254	1,753	878	374	110	6,688
Madison County	662	182	163	209	651	321	157	42	2,387
McCone County	165	89	149	130	223	73	15	0	844
Maagher County	218	58	99	83	159	71	19	2	709
Mineral County	220	40	157	169	478	183	33	2	1,282
Missoula County	416	183	484	1,073	3,105	1,285	878	130	7,362
Musselshell County	557	129	141	90	456	227	57	4	1,661
Park County	1,848	615	594	471	1,248	483	320	63	5,643
Petroleum County	65	23	14	12	64	28	3	2	209
Phillips County	585	128	193	201	449	242	128	4	1,831
Pondera County	657	222	429	193	512	84	141	8	2,248
Powder River County	188	53	90	101	222	108	36	7	805
Powell County	683	182	335	203	615	112	91	13	2,234
Prairie County	203	72	81	53	116	35	6	2	588
Pavalli County	2,081	594	526	900	3,365	1,303	743	186	9,698
Richland County	744	435	488	385	1,148	689	62	5	3,956
Roosevelt County	794	322	462	408	885	519	189	114	3,694
Rosebud County	471	125	185	366	1,280	790	282	0	3,479
Sanders County	688	239	329	378	1,031	429	251	54	3,387
Shandan County	636	141	239	234	379	238	29	2	1,899
Silver Bow County	6,274	1,283	1,636	1,436	2,546	385	276	83	13,899
Stillwater County	693	264	182	199	620	297	233	35	2,523
Sweet Grass County	473	75	123	161	285	112	44	8	1,281
Teton County	737	445	289	167	428	173	88	12	2,329
Toole County	513	223	380	204	417	133	41	11	1,922
Treasure County	105	40	41	25	71	50	7	0	339
Valley County	783	179	550	596	763	318	67	12	3,268
Wheatland County	456	64	74	64	129	41	18	3	849
Wibaux County	157	41	45	36	88	77	10	0	454
Yellowstone County	1,247	499	839	973	3,986	1,715	902	79	10,140
Montana	64,429	25,668	40,047	41,036	82,258	33,578	16,485	2,681	306,163

**TABLE 28**  
**VACANT UNITS BY AGE OF HOUSING STOCK - 1990 CENSUS**

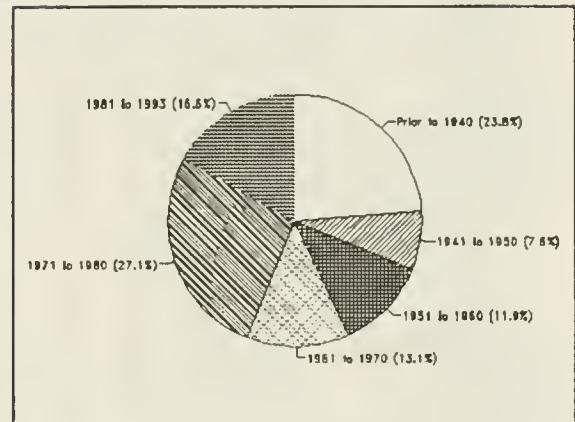
AREA NAME	BUILT DURING THE PERIOD:								TOTAL UNITS
	1939 OR EARLIER	1940-49	1950-59	1960-69	1970-79	1980-84	1985-89	1989-90	
Billings city	523	442	349	279	566	369	130	27	2,783
Bozeman city	130	19	34	66	70	29	7	9	366
Great Falls city	646	202	189	203	226	12	18	16	1,618
Helena city	266	58	56	109	79	33	10	0	630
Kalispell city	69	39	62	17	59	22	12	0	300
Missoula city	209	116	110	81	202	66	26	2	811
Bonner West Riverside CDP	14	0	17	14	14	0	0	0	59
Evergreen CDP	0	0	37	0	36	11	0	4	87
Helena Valley Northeast CDP	0	0	0	0	7	9	0	0	16
Helena Valley Northwest CDP	0	0	0	23	6	0	0	0	29
Helena Valley Southeast CDP	0	0	0	12	46	21	0	0	79
Helena Valley West Central CDP	4	0	4	22	41	0	5	0	76
Helena West Side CDP	6	0	0	4	30	0	0	0	40
Lockwood CDP	3	17	7	17	70	11	0	7	132
Lolo CDP	0	0	0	9	11	7	13	0	40
Malmstrom AFB CDP	0	6	20	48	7	0	0	0	81
Orchard Home CDP	16	5	26	72	42	0	0	10	170
Sun Prairie CDP	0	0	6	6	21	10	0	0	41
Beverly County	271	66	91	75	232	138	33	11	817
Big Horn County	131	32	73	49	333	130	44	15	668
Blaine County	210	39	49	30	111	64	32	0	551
Bozwater County	57	14	28	32	108	56	9	9	313
Carbon County	529	60	77	120	374	230	137	33	1,659
Carter County	79	16	34	27	55	6	9	0	227
Cascade County	414	67	106	163	283	162	70	46	1,290
Chouteau County	196	71	101	72	99	43	16	7	604
Custer County	293	113	68	61	174	46	17	13	774
Daniels County	179	16	17	33	32	16	3	6	301
Dawson County	306	92	130	109	111	40	0	0	796
Deer Lodge County	489	19	27	111	110	16	0	0	770
Fallon County	173	26	37	49	70	8	3	2	369
Fergus County	463	63	111	129	214	106	48	16	1,129
Flathead County	364	399	306	463	1,017	746	423	61	3,768
Gallatin County	216	90	191	91	711	339	262	90	1,969
Gartfield County	131	13	42	60	69	24	19	0	347
Glaucus County	199	40	96	126	264	162	82	13	981
Golden Valley County	44	0	18	4	26	12	7	0	102
Granite County	278	51	93	120	166	60	98	18	873
Hill County	300	117	74	161	136	60	4	38	819
Jefferson County	178	18	30	24	109	36	28	13	436
Julien Basin County	219	23	37	33	81	39	6	0	438
Lake County	307	292	398	434	944	412	246	126	3,168
Levi and Clark County	349	53	167	240	613	232	160	46	1,879
Liberty County	84	19	36	7	47	14	8	4	219
Lincoln County	223	67	141	168	363	181	108	92	1,334
Madison County	306	61	74	99	686	232	107	62	1,516
McCone County	124	47	60	33	63	19	0	0	317
Margaret County	216	49	89	40	93	31	32	9	568
Mineral County	42	10	37	72	121	46	22	3	363
Missoula County	76	62	92	197	644	363	136	44	1,604
Missoula Valley County	193	51	48	28	114	66	22	0	522
Park County	334	63	126	97	636	76	62	46	1,329
Petroleum County	40	7	7	12	12	5	1	0	84
Phillips County	296	52	67	84	148	67	33	1	834
Pondera County	148	29	37	44	111	11	0	0	372
Powder River County	67	30	46	39	60	36	9	1	291
Powell County	222	11	78	48	146	34	51	11	601
Prairie County	96	20	10	22	17	14	3	0	181
Reynolds County	243	66	83	173	427	241	143	36	1,401
Richland County	234	134	113	103	149	112	24	0	869
Roosevelt County	229	64	64	66	111	38	14	6	671
Rosebud County	99	34	21	89	260	162	60	67	722
Sanders County	186	100	43	88	261	134	96	31	938
Shelburne County	226	30	48	36	87	63	8	2	618
Silver Bow County	1,034	177	124	66	111	31	24	9	1,576
Stillwater County	178	78	79	70	193	61	88	19	768
Sweet Grass County	130	44	30	14	80	46	9	3	368
Teton County	116	67	42	21	99	18	9	4	396
Teton County	166	36	74	76	48	13	18	0	432
Teton County	40	14	8	11	30	6	0	0	109
Valley County	340	76	68	1,343	117	68	17	7	2,036
Wheatland County	132	6	42	19	62	23	7	0	280
Wibaux County	62	12	0	18	16	12	8	0	109
Yellowstone County	186	71	32	70	630	180	97	12	1,177
Montana	14,432	4,276	6,102	6,996	13,644	6,166	3,167	1,137	64,992

For respondents to the *1993 Montana Housing Survey*,<sup>12</sup> the average dwelling was built in 1958. However, there was great variability depending on the type of home and whether the home was owned or rented. Diagram 32, at right, presents some of this data. Single-family dwellings averaged slightly over 38 years old. Rental units were typically older than owner-occupied homes. There was an 11-year difference between the single-family rental homes (average 48 years) and owned homes (average 37 years). When the single-family home is owned, it tends to be newer than when rented.

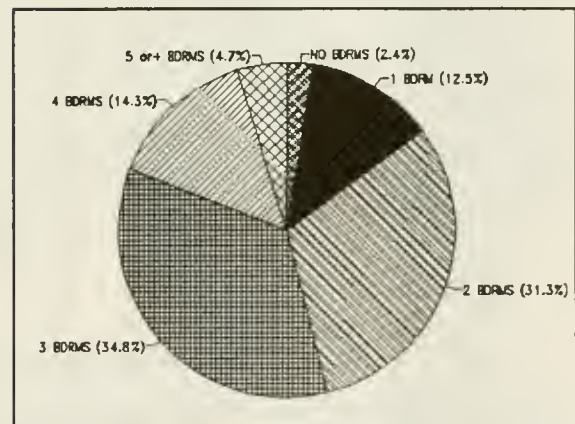
### c. HOUSING SIZE

Of the 361,000 housing units in the state, most are two or three bedroom units. However, 2.4 percent have no bedrooms, and another 4.7 have five or more bedrooms. Diagram 33 graphically portrays the size of Montana's housing stock by number of bedrooms. Detailed area data from the 1990 Census are presented on the following page in Table 29.

**DIAGRAM 32  
AGE OF HOMES  
MONTANA HOUSING SURVEY**



**DIAGRAM 33  
UNITS BY NUMBER OF BEDROOMS  
1990 CENSUS**



<sup>12</sup> The 1993 Montana Housing Survey was sent to a random sample of Montana citizens.



**TABLE 29**  
**SIZE OF HOUSING UNITS BY NUMBER OF BEDROOMS**

AREA NAME	OCCUPIED UNITS BY NUMBER OF BEDROOMS						VACANT UNITS BY NUMBER OF BEDROOMS						TOTAL UNITS
	0	1	2	3	4	5 +	0	1	2	3	4	5 +	
Billings city	647	3035	10582	9981	6100	1996	105	842	1243	590	128	74	35384
Bozeman city	253	1392	3508	2041	1184	383	20	133	134	62	17	0	9117
Great Falls city	691	2939	7022	6871	3852	1264	141	409	513	287	109	19	24157
Helena city	289	1608	3241	2786	1751	841	48	196	229	109	32	15	10946
Kalispell city	140	1036	1683	1445	787	188	30	30	155	80	0	5	5537
Missoula city	821	3346	5812	4622	2243	783	68	268	226	190	41	18	18488
Bonnet-West Riverside CDP	7	78	283	251	22	19	0	14	28	17	0	0	720
Evergreen CDP	26	104	685	587	154	12	0	0	36	51	0	0	1635
Helena Valley Northeast CDP	0	8	129	322	117	5	4	0	7	5	0	0	597
Helena Valley Northwest CDP	0	7	45	209	101	26	0	6	6	17	6	0	423
Helena Valley Southeast CDP	8	39	477	771	240	29	0	0	32	38	11	0	1843
Helena Valley West Central CDP	0	57	449	984	526	189	0	10	27	22	6	5	2281
Helena West Side CDP	7	43	333	250	48	50	0	15	23	10	0	0	779
Lockwood CDP	7	61	458	580	194	70	3	25	45	45	14	0	1500
Lolo CDP	14	11	230	478	128	52	0	0	18	18	4	0	953
Malmestrom AFB CDP	0	20	322	848	218	9	0	0	0	81	0	0	1496
Orchard Homes CDP	48	389	1549	1080	580	213	0	37	133	0	0	0	4339
Sun Prairie CDP	0	0	84	217	74	35	0	0	5	38	0	0	451
Beverhead County	85	372	851	1135	420	248	145	227	298	170	50	27	4128
Big Horn County	22	268	1020	1524	454	162	61	179	307	267	31	11	4304
Blaine County	13	208	832	973	393	180	29	115	204	150	30	23	2930
Broadwater County	8	126	337	537	198	76	18	119	98	60	16	2	1553
Carbon County	10	302	1100	1262	481	134	70	303	565	455	128	40	4828
Carter County	2	38	185	263	76	27	3	39	110	80	7	8	816
Cascade County	48	385	1779	2400	784	273	76	299	409	352	85	9	8959
Chouteau County	0	152	580	824	413	115	9	138	220	182	85	10	2688
Custer County	72	525	1445	1579	772	238	70	189	284	184	37	10	5405
Daniels County	0	84	227	370	194	84	3	55	135	78	25	5	1220
Dawson County	21	267	917	1486	775	225	0	151	325	254	47	19	4887
Deer Lodge County	46	835	1423	1314	495	147	45	274	256	189	19	7	4830
Fallon County	0	84	275	503	228	76	2	90	115	115	31	6	1525
Fergus County	31	432	1471	1793	599	278	80	228	417	292	67	85	5732
Flethead County	129	1345	4990	6575	2389	621	288	730	1452	1025	221	42	19807
Gallatin County	138	729	2731	4289	1820	557	207	303	621	655	121	82	12233
Garfield County	1	49	158	235	84	52	4	87	150	95	8	3	924
Gleicher County	61	437	1109	1427	578	204	57	289	339	176	87	33	4797
Golden Valley County	0	15	105	128	54	28	1	7	43	37	10	4	432
Groene County	5	159	328	358	116	85	78	280	340	103	37	35	1924
Hill County	187	661	1831	2162	1129	478	82	218	274	270	56	18	7345
Jefferson County	47	234	792	1218	458	118	50	95	165	105	15	5	3302
Judith Basin County	4	80	225	383	152	64	24	115	157	102	23	15	1346
Lake County	66	870	2342	2850	1375	311	153	633	1130	828	307	107	10972
Lewis and Clark County	33	271	925	1084	443	108	127	339	624	580	171	38	4743
Liberty County	5	54	202	304	108	55	2	46	78	08	15	10	1007
Lincoln County	96	784	2043	2614	932	199	155	302	487	288	80	24	8002
Mackay County	30	218	754	1009	230	146	252	318	440	383	84	80	3802
McCone County	0	27	184	357	211	65	14	47	140	84	23	9	1181
Meagher County	12	71	232	251	98	45	126	133	175	82	24	10	1259
Mineral County	8	158	424	502	122	58	85	143	91	35	13	6	1635
Missoula County	68	435	1961	3282	1219	398	52	176	528	592	213	37	8988
Musselshell County	27	197	533	620	196	88	10	84	234	159	30	5	2183
Park County	99	636	1867	1950	800	291	211	215	442	373	66	22	8972
Petroleum County	5	8	77	90	18	11	2	17	54	5	4	2	293
Phillips County	29	162	593	694	308	145	117	202	279	158	56	24	2785
Pondera County	19	178	649	848	421	131	7	85	128	129	29	14	2818
Powder River County	0	30	231	375	111	58	15	75	104	85	6	4	1096
Powell County	24	198	683	968	267	94	81	140	200	148	42	12	2835
Prairie County	0	38	176	218	107	29	0	38	54	57	19	13	749
Revalle County	105	933	3140	4085	1108	327	122	407	454	328	81	9	11099
Richland County	5	203	1035	1824	782	327	14	189	430	175	50	5	4825
Roosevelt County	34	289	818	1375	723	155	7	104	170	204	71	15	4285
Rosebud County	16	185	1059	1046	411	182	35	113	271	312	41	0	4261
Sanders County	58	377	1192	1277	387	106	124	256	279	209	48	22	4335
Sheridan County	15	129	491	774	387	103	21	90	188	150	50	19	2417
Silver Bow County	218	2093	4479	4749	1792	587	78	586	503	326	46	38	15474
Stillwater County	18	224	682	1121	342	136	78	207	236	202	45	0	3291
Sweet Grass County	8	124	370	458	233	88	50	101	121	63	13	10	1639
Teton County	55	201	644	893	424	112	38	89	130	117	15	7	2725
Toole County	31	227	483	782	276	123	3	104	211	93	14	7	2354
Treasure County	2	22	88	174	42	11	0	22	49	32	4	2	448
Valley County	11	340	760	1094	518	245	24	251	496	985	260	20	5304
Wheatland County	5	86	267	274	165	52	2	77	81	88	28	6	1129
Wibaux County	1	38	119	193	72	33	0	14	56	30	6	3	583
Yellowstone County	23	615	2095	4358	1767	672	20	148	505	413	82	9	11317
Montana	4980	32958	93837	110854	47921	15799	3789	12111	19572	14727	3611	1182	381155

#### d. DEGREE OF OVERCROWDING

While a wide range of housing sizes is available, there is some incidence of overcrowding, as reported in the 1993 CHAS Databook.<sup>13</sup> Data was extracted from the Databook and is presented for renters, owners, large families, and non-elderly owners, each by income. As seen in Table 30, 3.9 percent of all renters statewide are experiencing overcrowded conditions. However, it appears that several more easterly counties have a significantly higher incidence of overcrowding, Big Horn County in particular. As household income declines, the incidence of overcrowding increases significantly. For example, 75 percent of all very low-income renter households in Petroleum County reside in overcrowded conditions.

When considering large related renter households, the incidence of overcrowding rises significantly. Statewide, over ¼ of all large related renter households face overcrowded conditions. As noted in Table 31, these percentages jump to 100 percent for several counties. However, these figures pertain to very small absolute population sizes. As inferred from Table 31, Petroleum County has *no* extremely low-income large related renter households.

Table 32 refers to owners, where the incidence of overcrowding statewide is about 1.8 percent. Here, as above, the percentage of households in overcrowded conditions rises as income declines. However, the problem is not as severe with owner groups as with renters. Since many of the owners are elderly, the data was corrected for this group. Table 33 presents data for owners, other than elderly, and their incidence of overcrowding. While the statewide average is only 2.6 percent, some counties exceed 30 percent of the total. Overall, Montana's lower income households, especially in the more sparsely populated areas of the state, tend to have problems with overcrowded housing conditions.

**TABLE 30**  
**INCIDENCE OF OVERCROWDED HOUSEHOLDS, 1990**  
**RENTERS**

TOTAL RENTERS		RENTERS 0-30%		RENTERS 31-50%		RENTERS 51-80%	
Big Horn County	16.6	Big Horn County	31.8	Petroleum County	75.0	Petroleum County	20.0
Rosebud County	12.3	Mineral County	24.6	Granite County	25.4	Glacier County	16.3
Glacier County	12.0	Rosebud County	16.9	Big Horn County	25.1	Rosebud County	14.6
Granite County	11.7	Glacier County	16.2	Rosebud County	21.5	Big Horn County	13.2
Roosevelt County	10.3	Sheridan County	15.7	Roosevelt County	15.3	Granite County	12.1
Petroleum County	9.6	Roosevelt County	16.7	Sanders County	14.4	Sanders County	11.6
Mineral County	8.0	Blaine County	9.2	Glacier County	14.2	Liberty County	10.6
Sanders County	7.2	Prairie County	8.7	Pondera County	11.6	Fergus County	9.3
Valley County	7.0	Lake County	8.3	Blaine County	10.9	Wheatland County	9.3
Blaine County	6.9	Valley County	7.8	Liberty County	10.4	Valley County	9.2
Fergus County	6.1	Teton County	7.6	Hill County	10.2	Blaine County	8.8
Beaverhead County	6.9	Ravalli County	7.6	Jefferson County	9.6	Broadwater County	8.6
Lake County	6.4	Carbon County	7.1	Garfield County	9.4	Musselshell County	7.7
Hill County	6.2	Powder River County	6.7	Valley County	8.7	Golden Valley County	7.4
Meagher County	6.0	Hill County	6.6	Wheatland County	7.0	Meagher County	6.3
Montana	3.9	Montana	6.2	Montana	4.9	Montana	4.1

<sup>13</sup> The CHAS Databook was a publication released by HUD for the Comprehensive Housing Affordability Strategy.

**TABLE 31**  
**INCIDENCE OF OVERCROWDED HOUSEHOLDS, 1990**  
**LARGE RELATED RENTERS**

LARGE RELATED RENTERS		LARGE RELATED RENTERS 0-30%		LARGE RELATED RENTERS 31-50%		LARGE RELATED RENTERS 51-80%	
Petroleum County	100.0	Sheridan County	100.0	Petroleum County	100.0	Broadwater County	100.0
Granite County	69.3	Mineral County	86.7	Beaverhead County	100.0	Carter County	100.0
Big Horn County	69.2	Big Horn County	83.7	Silver Bow County	80.0	Granite County	70.0
Hill County	46.6	Fergus County	75.0	Granite County	80.0	Glacier County	60.4
Missoula city	43.7	Ravalli County	71.4	Butte-Silver Bow (remaining)	78.9	Deer Lodge County	67.1
Glacier County	43.3	Carbon County	66.7	Sanders County	76.0	Jefferson County	60.0
Jefferson County	42.4	Jefferson County	60.0	Custer County	76.0	Pondera County	41.2
Rosebud County	39.3	Sweet Grass County	60.0	Jefferson County	76.0	Musselshell County	40.0
Missoula County	37.8	Missoula city	60.0	Sweet Grass County	71.4	Missoula city	38.2
Musselshell County	37.6	Prairie County	60.0	Liberty County	71.4	Fergus County	37.3
Sanders County	36.3	Rosebud County	48.4	Big Horn County	70.4	Blaine County	36.4
Deer Lodge County	36.2	Missoula County	47.2	Hill County	70.3	Madison County	36.7
Beaverhead County	36.8	Billings city	47.1	Pondera County	66.7	Liberty County	36.3
Fergus County	34.6	Custer County	46.2	Garfield County	60.0	Rosebud County	34.2
Pondera County	33.9	Hill County	44.9	Blaine County	67.1	Sanders County	34.2
Montana	26.7	Montana	38.1	Montana	38.2	Montana	24.8

**TABLE 32**  
**INCIDENCE OF OVERCROWDED HOUSEHOLDS, 1990**  
**OWNERS**

TOTAL OWNERS		OWNERS 0-30%		OWNERS 31-50%		OWNERS 51-80%	
Big Horn County	9.0	Glacier County	19.3	Powder River County	18.8	Big Horn County	16.8
Glacier County	7.6	Madison County	17.0	Glacier County	13.9	Garfield County	11.8
Lake County	4.7	Pondera County	16.6	Rosebud County	13.6	Glacier County	9.1
Rosebud County	4.6	Rosebud County	16.4	Big Horn County	10.6	Petroleum County	9.1
Garfield County	4.4	Petroleum County	12.6	Treasure County	9.6	Lake County	8.9
Mineral County	4.1	Big Horn County	10.4	Golden Valley County	9.4	McCone County	6.9
Petroleum County	3.8	Granite County	7.9	Blaine County	8.1	Mineral County	6.6
Madison County	3.7	Carter County	7.7	Jefferson County	6.4	Treasure County	6.4
Pondera County	3.6	Lake County	7.3	Madison County	6.7	Sweet Grass County	4.9
Liberty County	3.4	Hill County	6.7	Pondera County	6.1	Hill County	4.8
Lincoln County	3.2	Custer County	6.6	Beaverhead County	6.0	Madison County	4.7
Blaine County	3.1	Teton County	6.8	Teton County	6.0	Musselshell County	4.6
Granite County	3.0	Roosevelt County	6.7	Lincoln County	4.8	Rosebud County	4.6
Carter County	2.9	Ravalli County	6.1	Toole County	4.3	Pondera County	4.6
Ravalli County	2.8	Lincoln County	6.0	Ravalli County	4.3	Sanders County	4.6
Montana	1.8	Montana	3.7	Montana	2.7	Montana	2.9

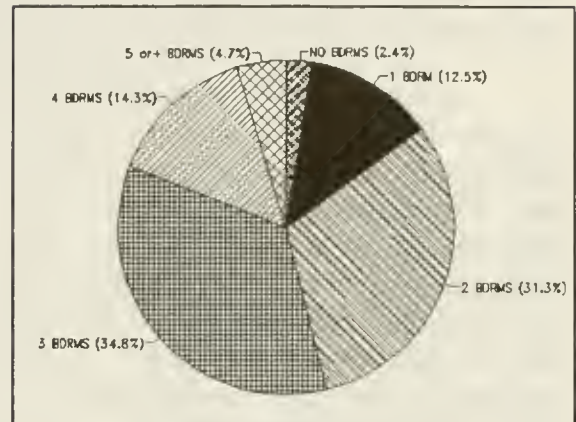
**TABLE 33**  
**INCIDENCE OF OVERCROWDED HOUSEHOLDS, 1990**  
**OWNERS OTHER THAN ELDERLY**

TOTAL OWNERS OTHER THAN ELDERLY		OWNERS OTHER THAN ELDERLY 0-30%		OWNERS OTHER THAN ELDERLY 31-50%		OWNERS OTHER THAN ELDERLY 51-80%	
Big Horn County	11.6	Madison County	30.3	Powder River County	26.6	Big Horn County	21.8
Glacier County	9.9	Petroleum County	30.0	Glacier County	20.7	Garfield County	19.7
Garfield County	7.3	Glacier County	24.7	Rosebud County	18.6	Lake County	14.6
Lake County	6.9	Pondera County	24.6	Treasure County	16.7	Glacier County	13.6
Mineral County	6.0	Rosebud County	24.0	Golden Valley County	16.7	Petroleum County	12.6
Petroleum County	6.9	Carter County	16.2	Big Horn County	16.4	Mineral County	10.6
Rosebud County	6.6	Hill County	14.9	Jefferson County	14.6	Treasure County	9.7
Pondera County	6.4	Big Horn County	13.7	Lincoln County	14.1	McCone County	9.2
Liberty County	6.4	Lake County	13.6	Blaine County	13.4	Madison County	8.4
Granite County	6.1	Granite County	13.3	Stillwater County	11.8	Granite County	8.3
Madison County	6.1	Custer County	11.9	Beaverhead County	11.0	Musselshell County	8.2
Carter County	4.7	Teton County	11.4	Hill County	10.9	Sanders County	8.0
Lincoln County	4.6	Carbon County	11.1	Pondera County	10.9	Pondera County	7.6
Blaine County	4.4	Sweet Grass County	10.6	Teton County	10.6	Park County	7.6
Ravalli County	4.2	Ravalli County	9.1	Ravalli County	10.6	Carbon County	7.4
Montana	2.6	Montana	6.8	Montana	6.8	Montana	4.9



According to the results of the 1993 *Montana Housing Survey*, there was an average of 2.8 occupants among owner-occupied homes. This was slightly more than the respondents from rented dwellings, which had an average of 2.5 occupants. Overcrowding was prevalent in studios, with approximately 2.2 individuals living in this no-bedroom style home. While 57 percent of the studios contained one person, another 42 percent contain between three and five individuals. It should be noted, however, that less than 1 percent of the total sample lived in this type of housing. Diagram 34, at right, shows the percent of units in the 1993 *Montana Housing Survey* with each specified number of bedrooms.

**DIAGRAM 34**  
**UNITS BY NUMBER OF BEDROOMS**



The problem of overcrowding was difficult to determine because family structures are complex and the size of the house is an important factor. The average one-bedroom dwelling could accommodate two individuals. The survey revealed almost 90 percent of the one-bedroom dwellings contain one to two individuals; 10 percent of the dwellings had three to four individuals living in them. Almost 10 percent of the two-bedroom dwellings contained from four to seven household members.

## **2. LEAD-BASED PAINT HAZARDS**

### **a. RENTER AND HOMEOWNER HOUSEHOLDS**

Renters and homeowners in the state face prospective hazards relating to lead-based paint. Homes built prior to 1980 have some chance of containing lead-based paint on interior or exterior surfaces. Housing units built before 1940, which make up nearly 22 percent of the housing units in Montana, are much more likely to contain lead-based paint than newer homes.

There is increased medical understanding of the extremely harmful effects of lead on children and adults, both short- and long-term. There is new evidence that lead dust is a more serious hazard than ingestion of paint chips. Dust from surfaces with intact lead-based paint is pervasive and poisonous when inhaled or ingested. Lead dust is so fine that it is not collected by conventional vacuum cleaners.

One can compute an estimate of the number of housing units at risk for containing lead-based paint. According to HUD estimates, 90 percent of units built before 1940, 80 percent of those built between 1940 and 1959, and 62 percent of units built from 1960 to 1979 may have lead-based paint. This computation was applied to all units (occupied and vacant), and is portrayed in Table 34, below. There are over 220,000 units statewide that are potentially at risk

for lead-based paint hazards. However, there are two additional risk factors for lead-based paint hazards: tenure (i.e., renter or owner) and income of the household.

A few years ago, HUD prepared special tabulations of data for the Comprehensive Housing Affordability Strategy process, as it relates to lead-based paint hazards. The data cross-tabulates tenure, age of unit, and affordability group (very low and other low income). HUD tabulated data on affordability group based on the national median family income (very low income and other low income) rather than exact income (e.g., \$15,000 annually). This data was extracted and calculated using HUD's formula for households at risk of lead-based paint hazards, based on unit age, tenure, and affordability group. The number of lower income households by geographic area are presented in Tables 35 through 39. These are summarized by county and identify potential risks of lead-based paint hazards to owner and renter housing units, by age of structure.

Table 35 pertains housing occupied by very low income home owners, Table 36 to other low income homeowner units, Table 37 to very low income renter units, and Table 38 to other low income renter units.

In each of these cases, this particular stock of housing represents that which is likely eligible for funding under a variety of federal housing programs. For all homeowner households, Table 35 shows that over 35,645 homes are at risk of some form of lead-based paint hazards. For other lower income households, another 38,045 homes are at risk, as seen in Table 36.

The two factors most highly correlated with the presence of lead based paint hazard are low income and rental properties. For the lowest income renter households, about 37,600 units are at risk, as seen in Table 37. For other low income renter households, another 20,417 are at risk, as demonstrated in Table 38. Together, these figures paint a poor picture for the health and safety of lower income households.

**TABLE 34**  
**ALL STRUCTURES AT RISK**  
**LEAD-BASED PAINT HAZARDS**

AREA NAME	NO. UNITS
Billings city	20,902
Bozeman city	5,471
Great Falls city	10,085
Helena city	7,385
Kalispell city	3,905
Missoula city	12,273
Bonner-West Riverside CDP	508
Evergreen CDP	1,038
Helena Valley Northeast CDP	249
Helena Valley Northwest CDP	190
Helena Valley Southeast CDP	740
Helena Valley West Central CDP	1,133
Helena West Side CDP	520
Lockwood CDP	783
Lolo CDP	446
Mainstrom AFB CDP	1,019
Orchard Homes CDP	2,017
Sun Prairie CDP	215
Beaverhead County	2,550
Big Horn County	2,446
Blaine County	1,838
Broadwater County	308
Carbon County	3,040
Carter County	570
Cascade County	4,274
Chouteau County	1,813
Custer County	3,769
Daniels County	874
Dawson County	3,043
Deer Lodge County	3,844
Fallon County	1,060
Fergus County	4,050
Flathead County	8,934
Gallatin County	5,858
Garfield County	600
Glacier County	2,870
Golden Valley County	299
Grant County	1,202
Hill County	4,834
Jefferson County	1,607
Judith Basin County	942
Lake County	6,057
Lewis and Clark County	2,841
Liberty County	681
Lincoln County	4,430
Madison County	2,212
McCone County	800
Meagher County	852
Mineral County	952
Missoula County	4,211
Musselshell County	1,397
Park County	4,532
Petroleum County	197
Phillips County	1,773
Pondera County	1,824
Powder River County	609
Powell County	1,927
Prairie County	544
Ravalli County	6,115
Richland County	2,923
Roosevelt County	2,548
Hosebud County	2,020
Sanders County	2,444
Sheridan County	1,597
Silver Bow County	11,731
Sitka County	1,938
Sweet Grass County	1,098
Teton County	1,885
Toole County	1,644
Treasure County	298
Valley County	3,457
Wheatland County	841
Wibaux County	384
Yellowstone County	5,884
Montana	220,351

**TABLE 35**  
**UNITS AT RISK OF LEAD-BASED PAINT HAZARDS**  
**HOUSING UNITS BY AGE OF UNIT, TENURE, AND INCOME GROUP, 1990**  
**VERY LOW-INCOME OWNERS**

AREA	BUILT TO 1940	BUILT 1940-1969	BUILT 1960-1979	TOTAL UNITS AT RISK
Beaverhead County	146	14	163	323
Big Horn County	131	46	321	497
Blaine County	181	38	167	388
Broadwater County	64	12	117	183
Carbon County	268	26	180	466
Carter County	65	24	86	174
Cascade County	734	166	1,249	2,139
Great Falls city	469	116	673	1,267
Chouteau County	141	36	182	368
Custer County	410	147	466	1,013
Daniels County	184	32	76	292
Dawson County	311	167	469	928
Deer Lodge County	811	113	167	1,091
Fallon County	161	24	122	307
Fergus County	486	93	363	931
Flathead County	263	136	1,166	1,566
Gallatin County	264	40	960	1,244
Garfield County	66	14	76	144
Glacier County	147	26	287	460
Golden Valley County	49	4	22	76
Granite County	120	16	94	229
Hill County	347	102	423	872
Jefferson County	162	9	276	447
Judith Basin County	130	7	61	188
Lake County	181	69	466	716
Lewis and Clark County	400	77	1,114	1,690
Liberty County	81	12	64	167
Lincoln County	176	73	613	862
McCone County	76	33	132	240
Madison County	46	9	167	211
Meagher County	69	13	61	133
Mineral County	63	19	160	242
Missoula County	346	149	1,407	1,901
Missoula city	213	78	316	606
Musselshell County	233	33	126	391
Park County	297	36	266	688
Petroleum County	30	4	32	66
Phillips County	213	42	147	403
Pondera County	210	12	162	384
Powder River County	60	6	84	139
Powell County	144	42	206	390
Prairie County	106	34	82	221
Ravalli County	138	42	602	682
Richland County	264	116	371	760
Roosevelt County	310	70	368	737
Rosebud County	104	29	386	618
Sanders County	127	76	329	631
Sheridan County	296	36	148	480
Silver Bow County	2,193	262	768	3,213
Butte-Silver Bow	2,069	260	760	3,069
Stillwater County	123	31	146	300
Sweet Grass County	73	6	66	143
Teton County	168	81	96	336
Toole County	168	91	219	468
Treasure County	27	14	36	77
Valley County	312	42	360	714
Wheatland County	189	24	60	273
Wibaux County	64	14	56	133
Yellowstone County	679	629	2,134	3,341
Billings city	400	437	1,132	1,969
Yellowstone National Park	0	0	16	16
Montana	13,608	3,392	18,746	35,646



**TABLE 36**  
**UNITS AT RISK OF LEAD-BASED PAINT HAZARDS**  
**HOUSING UNITS BY AGE OF UNIT, TENURE, AND INCOME GROUP, 1990**  
**OTHER LOW-INCOME OWNERS**

AREA	BUILT TO 1940	BUILT 1940-59	BUILT 1960-1979	TOTAL UNITS AT RISK
Beaverhead County	166	46	132	344
Big Horn County	95	26	201	322
Blaine County	115	30	140	285
Broodwater County	60	29	91	180
Carbon County	346	30	112	487
Carter County	14	8	16	39
Cascade County	1,290	823	2,016	4,129
Great Falls city	1,067	710	1,669	3,336
Chouteau County	92	26	126	243
Custer County	221	100	262	673
Daniels County	66	10	32	97
Dawson County	142	47	361	661
Deer Lodge County	336	61	312	708
Fallon County	83	10	88	180
Fergus County	310	70	266	646
Flathead County	696	606	1,378	2,680
Gallatin County	612	162	660	1,234
Garfield County	16	10	29	64
Glacier County	129	90	261	479
Golden Valley County	25	0	25	50
Granite County	66	4	43	113
Hill County	259	187	454	901
Jefferson County	106	22	166	293
Judith Basin County	61	6	33	90
Lake County	198	114	367	679
Lewis and Clark County	924	342	1,611	2,778
Liberty County	60	12	43	106
Lincoln County	246	95	543	883
McCone County	14	10	65	90
Madison County	111	18	86	214
Meagher County	36	12	41	88
Mineral County	52	7	87	147
Missoula County	1,130	562	2,070	3,762
Missoula city	963	426	1,052	2,440
Musselshell County	129	27	86	242
Park County	415	164	226	806
Petroleum County	14	6	2	23
Phillips County	79	24	88	191
Pondera County	149	66	132	336
Powder River County	21	8	38	67
Powell County	168	60	144	362
Prairie County	13	6	22	40
Ravalli County	365	122	463	949
Richland County	163	53	272	487
Roosevelt County	114	63	208	376
Rosebud County	87	19	193	299
Sanders County	147	60	201	398
Sheridan County	137	30	122	289
Silver Bow County	1,198	222	582	2,002
Butte-Silver Bow	1,167	222	582	1,961
Stillwater County	139	67	133	339
Sweet Grass County	114	33	61	208
Teton County	132	84	130	346
Toole County	92	26	110	227
Treasure County	26	10	19	55
Valley County	121	21	286	427
Wheatland County	86	4	30	99
Wibaux County	24	8	16	47
Yellowstone County	842	1,017	4,261	6,110
Billings city	622	876	3,184	4,682
Yellowstone National Park	0	0	0	0
Montana	12,695	5,632	19,718	38,045

**TABLE 37**  
**UNITS AT RISK OF LEAD-BASED PAINT HAZARDS**  
**HOUSING UNITS BY AGE OF UNIT, TENURE, AND INCOME GROUP, 1990**  
**VERY LOW-INCOME RENTERS**

AREA	BUILT TO 1940	BUILT 1940-58	BUILT 1960-78	TOTAL UNITS AT RISK
Beaverhead County	266	42	266	563
Big Horn County	212	30	285	528
Blaine County	163	44	218	415
Broadwater County	68	10	48	118
Carbon County	247	28	130	406
Carter County	37	8	36	81
Cascade County	1,238	783	1,764	3,786
Great Falls city	1,022	691	1,170	2,783
Chouteau County	193	33	122	347
Custer County	314	70	343	727
Daniels County	57	11	37	105
Dawson County	212	90	200	503
Deer Lodge County	410	83	206	698
Fallon County	100	2	60	162
Fergus County	413	56	176	644
Flathead County	428	289	1,071	1,788
Gallatin County	836	204	1,262	2,291
Garfield County	30	8	48	86
Glacier County	183	38	317	537
Golden Valley County	38	3	10	51
Granite County	66	18	60	133
Hill County	303	181	527	1,011
Jefferson County	162	14	126	301
Judith Basin County	77	8	67	142
Lake County	276	82	468	823
Lewis and Clark County	1,130	242	1,112	2,485
Liberty County	48	7	66	120
Lincoln County	176	69	334	578
McCone County	32	11	53	96
Madison County	207	58	83	348
Meagher County	61	10	58	128
Mineral County	38	2	110	149
Missoula County	1,167	418	2,164	3,740
Missoula city	1,012	364	1,387	2,763
Musselshell County	77	18	97	193
Park County	366	107	262	716
Petroleum County	12	5	18	34
Phillips County	116	12	121	248
Pondera County	130	24	168	322
Powder River County	41	14	53	108
Powell County	124	23	187	334
Prairie County	41	15	24	80
Ravalli County	374	86	396	856
Richland County	164	94	242	489
Roosevelt County	166	64	261	470
Rosebud County	167	22	264	432
Sanders County	169	40	216	424
Sheridan County	66	31	96	191
Silver Bow County	1,292	226	636	2,165
Butte-Silver Bow	1,269	226	634	2,127
Stillwater County	147	40	96	282
Sweet Grass County	106	8	92	206
Teton County	164	66	87	297
Toole County	108	18	122	247
Treasure County	33	0	20	64
Valley County	171	46	192	408
Wheatland County	113	13	27	163
Wibaux County	41	8	19	68
Yellowstone County	1,463	767	2,722	4,943
Billings city	1,163	646	2,174	3,974
Yellowstone National Park	0	0	0	0
Montana	14,762	4,678	18,166	37,593

**TABLE 38**  
**UNITS AT RISK OF LEAD-BASED PAINT HAZARDS**  
**HOUSING UNITS BY AGE OF UNIT, TENURE, AND INCOME GROUP, 1990**  
**OTHER LOW-INCOME RENTERS**

AREA	BUILT TO 1940	BUILT 1940-69	BUILT 1960-79	TOTAL UNITS AT RISK
Beaverhead County	69	9	98	166
Big Horn County	16	24	136	176
Blaine County	60	6	43	98
Broadwater County	31	7	19	67
Carbon County	121	14	50	184
Carter County	6	2	2	9
Cascade County	624	624	1,929	3,077
Great Falls city	648	443	1,667	2,668
Chouteau County	27	14	19	60
Custer County	93	66	164	312
Daniels County	13	6	7	26
Dawson County	41	41	48	131
Deer Lodge County	72	4	48	124
Fallon County	6	0	21	26
Fergus County	138	31	96	264
Flathead County	320	202	988	1,610
Gallatin County	620	231	976	1,726
Garfield County	4	2	8	13
Glacier County	72	20	127	219
Golden Valley County	1	0	2	3
Granite County	22	7	8	37
Hill County	109	94	216	418
Jefferson County	27	3	22	63
Judith Basin County	14	0	8	22
Lake County	100	34	236	370
Lewis and Clark County	667	84	619	1,260
Liberty County	2	3	20	26
Lincoln County	113	69	203	386
McCone County	7	4	12	24
Madison County	62	19	24	106
Meagher County	14	3	11	27
Mineral County	22	2	26	49
Missoula County	803	389	2,073	3,266
Missoula city	716	366	1,438	2,619
Musselshell County	13	0	24	37
Park County	242	71	167	471
Petroleum County	0	0	0	0
Phillips County	26	3	42	71
Pondera County	14	16	67	87
Powder River County	6	4	10	19
Powell County	32	26	37	94
Prairie County	6	1	2	8
Ravalli County	166	66	316	647
Richland County	48	16	86	148
Roosevelt County	62	41	89	182
Rosebud County	8	7	74	89
Sanders County	68	3	43	114
Sheridan County	27	1	31	69
Silver Bow County	409	146	326	880
Butte-Silver Bow	403	146	326	874
Stillwater County	62	33	42	127
Sweet Grass County	13	2	17	32
Teton County	23	32	26	80
Toole County	60	14	29	92
Treasure County	3	2	3	8
Valley County	12	14	106	132
Wheatland County	6	2	9	17
Wibaux County	4	0	4	7
Yellowstone County	477	363	2,066	2,896
Billings city	393	326	1,864	2,684
Yellowstone National Park	0	0	0	0
Montana	6,810	2,764	11,863	20,417



Table 39, below, summarizes the total number of at-risk housing units. Together, nearly 131,700 households face potential high risk lead-based paint hazards. The households generally represent those which would qualify under various housing program provisions. Furthermore, beginning January 1, 1995, the Lead-Based Paint Hazard Reduction Act calls for risk assessments and prospective testing for federally assisted housing. The HOME program estimates, and is currently planning, that it may cost an average of \$8,000 per unit to abate lead-based paint hazards. This direct program exposure amounts to over \$1.053 billion.

**TABLE 39**  
**LOW INCOME HOUSING UNITS AT RISK OF**  
**LEAD-BASED PAINT HAZARDS**

	VERY LOW INCOME	OTHER LOW INCOME	TOTAL LOW INCOME
Renters	37,593	20,417	58,010
Owners	35,645	38,045	73,690
<b>TOTAL</b>	<b>73,238</b>	<b>58,462</b>	<b>131,700</b>

The data presented in Table 39 represents a conservative estimate. HUD counts of low-income housing units built from 1950 to 1959 have been summed with the '1960-79 Housing' category rather than the '1940-59 Housing' category in the 1993 CHAS Databook. It can be assumed, therefore, that a larger number of 1950-59 housing are at risk. As well, when one begins to review all at risk housing units (recall that there are in excess of 220,000 units) at \$8,000 abatement costs, potential housing rehabilitation needs mushroom to \$1.76 billion. Even if full lead-based paint abatement does not occur, and only in-place containment activities are implemented (this costs 25 percent of the average abatement cost, or \$2,500), this still exceeds one half billion dollars, a staggering amount of money.

#### **b. RESULTS OF LEAD TESTS ON CHILDREN**

The scope of the problem can also be defined by statistics presented at a May 1994 meeting of the State Advisory Committee of the Montana LEAD program. Tables 40 through 42, below, show the results of all tests done by the Montana Childhood Lead Poisoning Prevention Program, up to May 4, 1994. It includes both children and adults, and includes repeat tests. Table 43, also below, presents the accumulated data for children age 5 and under. HUD's newly revised definition of elevated blood level is 20  $\mu\text{g/dL}$  in a single test or 15 to 19  $\mu\text{g/dL}$  in two consecutive tests. The data presented in Table 43 uses measurements of over 10  $\mu\text{g/dL}$  to define an elevated blood lead level.

**TABLE 40**  
**BLOOD LEAD LEVELS<sup>14</sup>**  
**BUTTE, ALL TESTS**

BLOOD LEAD LEVELS	NUMBER OF TESTS	PERCENT
0 to 9 $\mu\text{g/dL}$	2,185	90.8%
10 to 14 $\mu\text{g/dL}$	161	6.7%
15 to 24 $\mu\text{g/dL}$	50	2.1%
25 to 44 $\mu\text{g/dL}$	6	0.2%
Other	4	0.2%
<b>TOTAL</b>	<b>2,406</b>	<b>100%</b>

**TABLE 41**  
**BLOOD LEAD LEVELS**  
**GREAT FALLS, ALL TESTS**

BLOOD LEAD LEVELS	NUMBER OF TESTS	PERCENT
0 to 9 $\mu\text{g/dL}$	832	93.7%
10 to 14 $\mu\text{g/dL}$	39	4.4%
15 to 24 $\mu\text{g/dL}$	13	1.5%
25 to 44 $\mu\text{g/dL}$	3	0.3%
Other	1	0.1%
<b>TOTAL</b>	<b>888</b>	<b>100%</b>

**TABLE 42**  
**BLOOD LEAD LEVELS**  
**MISSOULA, ALL TESTS**

BLOOD LEAD LEVELS	NUMBER OF TESTS	PERCENT
0 to 9 $\mu\text{g/dL}$	944	96.6%
10 to 14 $\mu\text{g/dL}$	24	2.5%
15 to 24 $\mu\text{g/dL}$	8	0.8%
25 to 44 $\mu\text{g/dL}$	1	0.1%
Other	0	0.0%
<b>TOTAL</b>	<b>977</b>	<b>100%</b>

**TABLE 43**  
**BLOOD LEAD LEVELS**  
**CHILDREN AGE FIVE AND UNDER, TOTALS TO 05/04/94**

CITY	NUMBER TESTED	NUMBER ELEVATED ( $\geq 10 \mu\text{g/dL}$ )	PERCENT ELEVATED
Butte	701	66	9.4%
Great Falls	557	19	3.4%
Missoula	531	11	2.1%
<b>TOTAL</b>	<b>1,789</b>	<b>96</b>	<b>5.4%</b>

<sup>14</sup> Source: Montana LEAD State Advisory Committee Meeting, May 12, 1994. Includes adults and repeat tests.

The following Tables 44 to 47 include data from the Montana LEAD program, current up to October 6, 1994. The information was provided in lieu of data on addresses of lead-poisoned children, which was not released due to confidentiality concerns.<sup>15</sup>

**TABLE 44**  
**BLOOD LEAD LEVELS**  
STATEWIDE, CHILDREN < 6 YEARS OLD

BLOOD LEAD LEVELS	NUMBER OF TESTS	PERCENT
< 10 µg/dL	3,433	91.6%
≥ 10 ≤ 14 µg/dL	239	6.4%
≥ 15 ≤ 19 µg/dL	54	1.4%
≥ 20 µg/dL	20	0.5%
TOTAL	3,746	
TOTAL ELEVATED (≤ 10 µg/dL)		8.4%

**TABLE 45**  
**BLOOD LEAD LEVELS**  
BUTTE, CHILDREN < 6 YEARS OLD

BLOOD LEAD LEVELS	NUMBER OF TESTS	PERCENT
< 10 µg/dL	1,333	87.2%
≥ 10 ≤ 14 µg/dL	148	9.7%
≥ 15 ≤ 19 µg/dL	33	2.2%
≥ 20 µg/dL	15	1.0%
TOTAL	1,529	
TOTAL ELEVATED (≤ 10 µg/dL)		12.8%

**TABLE 46**  
**BLOOD LEAD LEVELS**  
MISSOULA, CHILDREN < 6 YEARS OLD

BLOOD LEAD LEVELS	NUMBER OF TESTS	PERCENT
< 10 µg/dL	1,166	95.3%
≥ 10 ≤ 14 µg/dL	46	3.8%
≥ 15 ≤ 19 µg/dL	9	0.7%
≥ 20 µg/dL	2	0.2%
TOTAL	1,223	
TOTAL ELEVATED (≤ 10 µg/dL)		4.7%

**TABLE 47**  
**BLOOD LEAD LEVELS**  
GREAT FALLS, CHILDREN < 6 YEARS OLD

BLOOD LEAD LEVELS	NUMBER OF TESTS	PERCENT
< 10 µg/dL	934	94.0%
≥ 10 ≤ 14 µg/dL	45	4.5%
≥ 15 ≤ 19 µg/dL	12	1.2%
≥ 20 µg/dL	3	0.3%
TOTAL	994	
TOTAL ELEVATED (≤ 10 µg/dL)		6.0%

<sup>15</sup> Montana LEAD screening statistics were provided by Karen Byrnes, Data/Fiscal Manager, Montana Lead Education Assessment Detection, correspondence of October 24, 1994.





### 3. CONDITIONS OF HOUSING STOCK

#### a. DATA REGARDING PHYSICAL CONDITIONS OF HOUSING STOCK

Available data suggests that there are both moderate and severe physical problems in Montana's housing stock. Statewide, 8.5 percent of the stock lacks sufficient kitchen or bathroom facilities. Table 48, on the following page, depicts the condition of housing as it relates to incomplete kitchen and bathroom facilities on a detailed area basis. Several rural counties have over 30 percent of their stock in substandard condition, including Judith Basin (34.7 percent), Meagher (35.1 percent), and Mineral (30 percent) counties. Housing stock in substandard condition in Petroleum County surpasses 27 percent, Phillips County is nearly 23 percent, and Broadwater County exceeds 20 percent. This implies that many of the structures throughout the rural portions of the state may require rehabilitation and repair.

#### b. 1993 MONTANA HOUSING SURVEY RESULTS

In 1993, the Montana Department of Commerce implemented a survey of randomly selected citizens. In this survey, several aspects related to housing were queried; an important part was dedicated to assessing the physical conditions of the homes of survey respondents. These responses serve as an indication of the housing conditions in the state in general.<sup>16</sup> The findings of *1993 Montana Housing Survey* indicated that the average dwelling was built in 1958.<sup>17</sup> However there was great variability depending on the type of home and whether the home was owned or rented. The average single-family dwelling was slightly over 38 years old. Rental units were typically older than owner-occupied homes; there was an 11 year difference between single-family rentals (average 48 years) and owned homes (average 37 years).

**TABLE 49**  
**AGE OF DWELLING BY TYPE OF OWNERSHIP**  
**1993 MONTANA HOUSING SURVEY**

VINTAGE OF DWELLING	OWNED	RENTED	OTHER	TOTAL
Prior to 1940	178	47	20	245
1941 to 1950	61	11	4	76
1951 to 1960	108	12	2	122
1961 to 1970	102	22	10	134
1971 to 1980	234	23	16	273
1981 to 1990	156	11	3	170
TOTAL	839	126	55	1020

Table 49, above, lists the age of the dwelling by the type of residency (own, rent, other). About 82 percent of these respondents own their homes while about 12 percent rent. The remaining 6 percent had other living arrangements. The majority of the housing units (both owned and rented) were built between 1950 and 1980.

<sup>16</sup> The 1993 Montana Housing Survey instrument is contained within the FY94-98 Five-Year CHAS, Appendix, pgs. 306-312.

<sup>17</sup> The 1993 Montana Housing Survey, pg. 21.

**TABLE 48**  
**CONDITION OF THE HOUSING UNITS - 1990 CENSUS**

AREA NAME	KITCHEN FACILITIES		PLUMBING FACILITIES				TOTAL UNITS
	COMPLETE	INCOMPLETE/MISSING	OCCUPIED HOMES	OCC INCOMPLETE/MISSING	VACANT HOMES	VAC INCOMPLETE/MISSING	
Billings city	35,704	260	33,078	103	2,768	15	35,964
Bozeman city	9,105	12	8,735	16	361	5	9,117
Great Falls city	24,030	127	22,511	128	1,429	89	24,157
Helena city	10,908	38	10,293	23	626	4	10,946
Kalispell city	5,516	21	5,200	37	300	0	5,537
Missoula city	18,337	151	17,545	132	769	43	18,488
Bonner-West Riverside CDP	720	0	661	0	59	0	720
Evergreen CDP	1,635	0	1,548	0	87	0	1,635
Helena Valley Northeast CDP	587	0	575	6	16	0	597
Helena Valley Northwest CDP	423	0	398	0	35	0	423
Helena Valley Southeast CDP	1,637	6	1,558	6	79	0	1,643
Helena Valley West Central CDP	2,281	0	2,198	7	76	0	2,281
Helena West Side CDP	773	6	725	6	48	0	779
Lockwood CDP	1,500	0	1,368	0	132	0	1,500
Lolo CDP	953	0	913	0	40	0	953
Malmstrom AFB CDP	1,496	0	1,415	0	81	0	1,496
Orchard Homes CDP	4,333	6	4,155	14	170	0	4,339
Sun Prairie CDP	451	0	410	0	41	0	451
Beaverhead County	3,858	225	3,177	34	740	177	4,128
Big Horn County	4,231	73	3,384	64	798	58	4,304
Blaine County	2,873	57	2,353	26	513	38	2,930
Broadwater County	1,538	55	1,261	19	248	65	1,593
Carbon County	4,675	153	3,262	7	1,427	132	4,828
Carter County	765	51	576	13	183	44	816
Cascade County	6,723	238	5,623	46	1,050	240	6,959
Chouteau County	2,594	74	2,064	0	545	59	2,668
Custer County	5,305	100	4,590	41	747	27	5,405
Daniels County	1,180	40	912	7	272	29	1,220
Dawson County	4,396	91	3,679	12	757	39	4,487
Deer Lodge County	4,743	87	4,028	32	701	69	4,830
Fallon County	1,486	39	1,164	2	344	15	1,525
Fergus County	5,552	80	4,589	14	1,041	88	5,732
Flathead County	19,494	313	15,818	231	3,582	176	19,807
Gallatin County	12,025	208	10,191	73	1,855	114	12,233
Garfield County	891	33	565	12	323	24	924
Glacier County	4,705	92	3,747	69	898	83	4,797
Golden Valley County	432	0	321	9	96	6	432
Granite County	1,838	86	1,033	18	755	118	1,924
Hill County	7,163	182	6,408	18	781	138	7,345
Jefferson County	3,199	103	2,829	38	361	74	3,302
Judith Basin County	1,180	166	890	18	286	152	1,346
Lake County	10,739	233	7,736	78	2,962	196	10,972
Lewis and Clark County	4,582	161	2,823	41	1,738	141	4,743
Liberty County	959	48	780	8	177	42	1,007
Lincoln County	7,691	311	6,539	129	1,141	193	8,002
Madison County	3,811	91	2,329	58	1,446	69	3,902
McCone County	1,096	65	842	2	283	34	1,161
Meagher County	1,076	183	690	19	357	193	1,259
Mineral County	1,528	107	1,260	22	247	106	1,635
Missoula County	8,874	92	7,284	78	1,561	43	8,966
Musselshell County	2,110	73	1,600	61	502	20	2,183
Park County	6,832	140	5,603	40	1,195	134	6,972
Petroleum County	270	23	203	6	61	23	293
Phillips County	2,554	211	1,898	33	645	189	2,765
Pondera County	2,589	19	2,210	36	360	12	2,618
Powder River County	1,011	85	781	24	236	55	1,096
Powell County	2,784	51	2,222	12	560	41	2,835
Prairie County	732	17	558	10	171	10	749
Ravalli County	10,789	310	9,596	102	1,183	218	11,099
Richland County	4,686	139	3,946	10	793	76	4,825
Roosevelt County	4,231	34	3,677	17	550	21	4,265
Rosebud County	4,191	60	3,436	43	759	13	4,251
Sanders County	4,215	122	3,316	81	830	108	4,335
Sheridan County	2,390	27	1,891	8	500	18	2,417
Silver Bow County	15,365	109	13,919	80	1,518	57	15,474
Stillwater County	3,192	99	2,519	4	656	112	3,291
Sweet Grass County	1,583	56	1,275	6	312	46	1,639
Teton County	2,632	93	2,321	8	334	62	2,725
Toole County	2,255	99	1,912	10	369	63	2,354
Treasure County	433	15	337	2	95	14	448
Valley County	5,168	136	3,256	12	1,896	140	5,304
Wheatland County	1,109	20	846	3	269	11	1,129
Wibaux County	562	1	452	2	109	0	563
Yellowstone County	11,205	112	10,109	31	1,104	73	11,317
Montana	354,638	6,517	303,806	2,357	50,338	4,654	361,155



A part of this analysis was to separate household income into four categories and review how housing conditions were distributed among various income classes. Montana's median family income (MFI), as presented in the FY94 Comprehensive Housing Affordability Strategy (CHAS), was used as the basis for this classification.<sup>18</sup> The first group whose income is below or equal to 50 percent of the MFI is identified as the *extremely and very low income* group; the second group with a household income of above 50 percent but less than or equal to 80 percent of MFI is the *low income* group; the third are those whose incomes fall above the 80 percent mark but no more than 95 percent of the MFI, who are classified as *moderately low income*. All those whose income is above 95 percent of MFI are aggregated in a fourth group. For the purposes of this discussion, these groups will be termed "quartiles." Typically the respondent was the head of household. The distributions of the income quartiles were then correlated with the above attributes of the respondent (a process called cross tabulation).

Table 50, below, presents a tabulation of tenure (whether the home was rented or owned), by income quartile. While renters appear to be about 18.63 percent of the sampled population, extremely and very low income households make up nearly one-half of all renters. In contrast, approximately one-half of all homeowners were in the higher income quartile.

**TABLE 50**  
**TENURE BY INCOME CATEGORY**  
**MONTANA HOUSING SURVEY**

INCOME QUARTILE	OWN	RENT	OTHER	TOTAL	OWN %	RENT %	OTHER %	TOTAL %
Extremely and Very Low Income ≤ \$14,021	173	92	24	289	15.96	8.49	2.21	26.66
Low Income \$14,022 < \$22,434	134	47	12	193	12.36	4.34	1.11	17.80
Moderately Low Income \$22,435 < \$26,640	95	20	13	128	8.76	1.85	1.20	11.81
Higher Income ≥ \$26,641	417	43	14	474	38.47	3.97	1.29	43.73
TOTAL	819	202	63	1,084	75.55	18.63	5.81	100.00

Two items can be inferred from the above two tables (Table 49 and Table 50). One is that the rate of additions to the housing stock, for both houses and rental units, more than doubled in the 1970s. In the 1980s, however, there were fewer new homes and rental units constructed than in the previous decade; construction slowed appreciably. Secondly, the number of low income households is vastly weighted toward renters. These numbers correspond with the major findings of the survey as well as other studies conducted by MDOC: a shortage of affordable housing exists in Montana, especially for renter households.

## SUITABILITY ISSUES

The 1993 Montana Housing Survey requested respondents to address various attributes depicting the condition of their dwelling. The survey questions pertained to the condition of the plumbing, electrical wiring, roof, foundation, windows and doors, chimney or fireplace, walls and ceilings of the home, and whether there were air leaks around the windows and doors

<sup>18</sup> State of Montana CHAS, pg. 19

(herein termed *infiltration*). The questions queried the degree of the problem, presenting a seven-level scale from no problem to severe problem (or a variation on these terms).

The 1993 Montana Housing Survey revealed that three factors were associated with the prevalence of structural problems: the age of the house, the level of householder income, and tenure. Most homes experiencing structural problems were either older than average, low income, rented, or a combination of these attributes. Each of the suitability issues probed in the survey is presented below.<sup>19</sup>

## INADEQUATE PLUMBING

To better gauge the magnitude of unsuitable plumbing facilities, responses were tabulated by household income quartile and tenure. Data is presented below in Table 51, below.

**TABLE 51**  
**1993 MONTANA HOUSING SURVEY**  
**DEGREE OF PERCEIVED HOUSING PROBLEM**  
**INADEQUATE PLUMBING?**

INCOME QUARTILE	NUMBER OF RESPONDENTS						TOTAL RESPONDENTS	
	NO PROBLEMS				MANY LEAKS			
	□	□	□	□	□	□		
RENT								
Extremely and Very Low Income	27	11	10	14	7	8	11	88
Low Income	16	6	7	5	6	4	3	47
Moderately Low Income	5	4	4	3	3	1	0	20
Other Income	16	10	4	4	5	3	1	43
SUBTOTAL	64	31	25	26	21	16	15	198
OWN								
Extremely and Very Low Income	90	26	9	17	12	8	6	168
Low Income	68	21	12	16	9	3	3	132
Moderately Low Income	58	13	8	7	6	0	0	92
Other Income	291	59	26	19	11	2	2	410
SUBTOTAL	507	119	55	59	38	13	11	802
TOTAL	571	150	80	85	59	29	26	1000

The findings reveal that lower income households report higher rates of plumbing inadequacies than their higher income counterparts. Out of 26 cases of extreme plumbing system problems in the households, 23 respondents were extremely or very low income, low income, or moderately low income households, with the majority of these as renter households. Moreover, more renters reported inadequate plumbing than did homeowners; only 3 percent of homeowners expressed their dissatisfaction with the plumbing in their houses (24 respondents); 16 percent of renters (31) expressed the same two levels of dissatisfaction. Overall, this implies

<sup>19</sup> Data related to tenure status considered as "other" has been deleted from the narrative; therefore the focus remains on either renter or homeowner households. Furthermore, as some variation occurs with the number of respondents by category, there are minor differences in the total number of respondents in Tables 51 through 61.

that rental units, especially those rented to the lowest income households, tend to have a higher incidence of plumbing problems.

## INADEQUATE WIRING

Similar to the plumbing questions, the findings of this question were partitioned by the degree of perceived wiring problem, as well as income and tenure. The results of this distribution, displayed in Table 52, below, affirm that lower income homeowners and renters have more difficulties with their dwellings than higher income residents. For example, out of 23 homeowners reporting extreme and higher levels of problems with the wiring in their dwelling, 16 reported having extremely low to low incomes. Out of 23 renters expressing extreme and higher levels of dissatisfaction with the wiring in their dwelling, 19 reported extreme to low incomes. However, the lowest income renter households tended to have the highest rate of problems. Using the same two "problem" categories, 12 percent of the renters encountered difficulties, but only 2.8 percent of the homeowners did so.

**TABLE 52**  
**1993 MONTANA HOUSING SURVEY**  
**DEGREE OF PERCEIVED HOUSING PROBLEM**  
**INADEQUATE WIRING?**

INCOME QUARTILE	NUMBER OF RESPONDENTS						TOTAL RESPONDENTS	
	NO PROBLEMS		MANY BARE WIRES					
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
RENT								
Extremely and Very Low Income	34	7	10	11	11	10	4	87
Low Income	20	10	3	5	3	3	2	46
Moderately Low Income	9	6	0	0	3	1	0	19
Other Income	19	7	4	2	8	2	1	43
SUBTOTAL	82	30	17	18	25	16	7	195
OWN								
Extremely and Very Low Income	90	29	14	18	6	8	3	168
Low Income	66	21	16	11	12	5	0	131
Moderately Low Income	57	14	9	6	5	1	0	92
Other Income	290	59	28	20	7	4	2	410
SUBTOTAL	503	123	67	55	30	18	5	801
TOTAL	585	153	84	73	55	34	12	996

## SOOT OR SMOKE IN THE HOME

Responses to the possibility of encountering problems with soot or smoke escaping into the home from fireplace or heating source were also analyzed. The income quartiles were arranged by the perceived severity of soot or smoke escaping into the house. These distributions were then separated according to type of ownership. The counts of this distribution reveal that the majority of those dissatisfied with this situation were again lower income households. Table 53, below, illustrates this point. Furthermore, for those renters who were extremely dissatisfied with their home's condition, we see that 7 out of 10 had incomes below \$15,000.



**TABLE 53**  
**1993 MONTANA HOUSING SURVEY**  
**DEGREE OF PERCEIVED HOUSING PROBLEM**  
**SOOT OR SMOKE ESCAPING INTO THE HOME FROM FIREPLACE OR HEATER?**

INCOME QUARTILE	NUMBER OF RESPONDENTS							TOTAL RESPONDENTS
	NO PROBLEMS				MUCH SOOT/SMOKE			
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Extremely and Very Low Income	52	10	3	7	5	1	7	85
Low Income	33	3	1	1	6	1	1	46
Moderately Low Income	13	4	0	1	0	1	1	20
Other Income	28	8	3	1	2	0	1	43
SUBTOTAL	126	25	7	10	13	3	10	194
OWN								
Extremely and Very Low Income	125	16	12	4	8	3	1	169
Low Income	98	12	9	6	5	2	1	133
Moderately Low Income	68	9	2	6	2	3	0	90
Other Income	330	42	18	13	5	2	0	410
SUBTOTAL	621	79	41	29	20	10	2	802
TOTAL	747	104	48	39	33	13	12	996

### POOR CEILING OR WALL CONDITIONS

As in each of the above physical condition attributes, the degree of perceived ceiling and wall condition was partitioned by tenure and mapped by household income. Table 54, below, presents the results of the cross tabulation. As seen therein, rental properties tend to have a very high incidence of poor wall, ceiling, and paint conditions. About 18.7 percent of all rental respondents noted the two most severe problem categories; 15.7 percent were from the low- to extremely low-income households. This contrasts rather sharply with homeowners, of whom 3 percent indicated the same degree of problem; only 1.8 percent of the lower income households reported similar housing deficiencies.

**TABLE 54**  
**1993 MONTANA HOUSING SURVEY**  
**DEGREE OF PERCEIVED HOUSING PROBLEM**  
**WALLS OR CEILING WITH HOLES, FALLING PLASTER, OR PEELING PAINT?**

INCOME QUARTILE	NUMBER OF RESPONDENTS							TOTAL RESPONDENTS
	NO PROBLEMS				SEVERE PROBLEM:			
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
RENT								
Extremely and Very Low Income	36	10	6	6	7	6	17	88
Low Income	25	2	7	3	2	4	4	47
Moderately Low Income	12	4	0	0	3	0	1	20
Other Income	22	8	3	3	2	1	4	43
SUBTOTAL	95	24	16	12	14	11	26	198
OWN								
Extremely and Very Low Income	110	25	11	6	7	5	5	169
Low Income	83	25	8	4	7	2	3	132
Moderately Low Income	73	9	4	2	3	1	0	92
Other Income	325	43	18	6	9	4	4	409
SUBTOTAL	591	102	41	18	26	12	12	802
TOTAL	686	126	57	30	40	23	38	1000

## MISSING WINDOW PANES

The incidence of missing window panes was lower than most other forms of poor housing conditions, as only 2.5 percent of all homes reported this as an extreme problem (25 of 999 respondents). Unfortunately, and in keeping with other data regarding lower income households, the extremely and very low-income householders had the majority of these structural deficiencies. As noted below in Table 55, 64 percent (16 of the 25 total) of those reporting the most severe problems were extremely and very low-income households.

**TABLE 55**  
**1993 MONTANA HOUSING SURVEY**  
**DEGREE OF PERCEIVED HOUSING PROBLEM**  
**MISSING WINDOW PANES OR CARDBOARD/PLASTIC INSTEAD OF GLASS?**

INCOME QUARTILE	NUMBER OF RESPONDENTS						TOTAL RESPONDENTS	
	NO PROBLEMS		PANES MISSING:					
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
RENT								
Extremely and Very Low Income	50	9	3	6	4	5	9	86
Low Income	33	4	4	1	2	2	1	47
Moderately Low Income	15	1	0	1	2	0	0	19
Other Income	28	10	1	1	1	1	1	43
SUBTOTAL	126	24	8	9	9	8	11	195
OWN								
Extremely and Very Low Income	123	21	7	6	0	6	7	170
Low Income	103	8	9	2	5	1	3	131
Moderately Low Income	80	6	1	1	1	2	1	92
Other Income	372	23	4	8	1	0	3	411
SUBTOTAL	678	58	21	17	7	9	14	804
TOTAL	804	82	29	26	16	17	25	999

## STICKING DOORS AND WINDOWS

Both homeowners and renters reported a severe degree of sticking doors and windows. This condition was typically found in older dwellings, and Montana's housing stock is generally of older vintage. As noted in Table 56, below, this problem was found to be more severe among renters, with 23 percent of them reporting severe problems (the two most severe rankings). Less than 5 percent of homeowners complained about this problem. Extremely and very-low income households reported higher rates of sticking doors and windows. Out of the 195 renters who responded to the survey, 16 respondents or 8.2 percent reported the most severe problems with the doors and windows in their dwellings.



**TABLE 56**  
**1993 MONTANA HOUSING SURVEY**  
**DEGREE OF PERCEIVED HOUSING PROBLEM**  
**DOORS OR WINDOWS THAT STICK OR DON'T OPEN?**

INCOME QUARTILE	NUMBER OF RESPONDENTS							TOTAL RESPONDENTS
	NO PROBLEMS					MANY STUCK		
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
RENT								
Extremely and Very Low Income	34	7	3	13	8	6	16	87
Low Income	16	5	2	2	9	7	5	46
Moderately Low Income	7	3	4	2	2	1	1	20
Other Income	15	10	2	3	3	3	6	42
SUBTOTAL	72	25	11	20	22	17	28	195
OWN								
Extremely and Very Low Income	91	31	13	11	7	9	4	166
Low Income	65	21	9	11	13	2	5	126
Moderately Low Income	57	17	4	5	5	1	1	90
Other Income	270	64	30	14	11	10	7	406
SUBTOTAL	483	133	56	41	36	22	17	788
TOTAL	555	158	67	61	58	39	45	983

## HIGH INFILTRATION RATES

Another issue of consideration was air leaking around windows and doors. Air passing easily through the structure is termed a high infiltration rate. This condition can represent a high cost to homeowners and renters, as it contributes to deterioration of the dwelling by letting rain and other elements enter the structures. Infiltration also raises utility bills associated with heating or air conditioning.

When the responses to this question were tabulated and partitioned in a similar fashion to the above section on doors and windows, it was discovered that this particular condition was reported as having the highest incidence of structural deficiency of all queried issues. Responses are presented in Table 57, below. Nearly 17 percent of all housing units indicated severe or extremely severe problems with infiltration rates, and nearly 30 percent of all renters reported this degree of problem. Interestingly, the degree to which extremely and very low-income renter households had this deficiency was not as extreme, in relative terms, as other condition deficiencies. About 34.5 percent of the extremely and very low-income households indicated such problems. One can infer that this structural deficiency affects a very large number of rental properties, across all income classifications.

Furthermore, while a smaller percentage of homeowners indicated this problem (about 6.5 percent), nearly twice as many extremely and very low-income households (11.3 percent) indicated this structural deficiency. This particular structural deficiency is very detrimental, as it impacts housing affordability, and tends to fall disproportionately on those less able to afford housing.

**TABLE 57**  
**1993 MONTANA HOUSING SURVEY**  
**DEGREE OF PERCEIVED HOUSING PROBLEM**  
**AIR LEAKS AROUND WINDOWS OR DOORS?**

INCOME QUARTILE	NUMBER OF RESPONDENTS							TOTAL RESPONDENTS
	NO PROBLEMS				MANY LEAKS			
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
RENT								
Extremely and Very Low Income	22	4	4	8	12	7	30	87
Low Income	8	5	1	9	2	8	13	46
Moderately Low Income	5	1	1	2	3	1	6	19
Other Income	5	10	3	8	3	4	9	42
SUBTOTAL	40	20	9	27	20	20	58	194
OWN								
Extremely and Very Low Income	55	28	27	22	10	7	19	168
Low Income	38	22	17	11	14	11	13	126
Moderately Low Income	33	22	12	7	10	4	2	90
Other Income	179	97	52	33	12	15	17	405
SUBTOTAL	305	169	108	73	46	37	51	789
TOTAL	345	189	117	100	66	57	109	983

### POOR ROOF CONDITIONS

The data revealed that this problem is relatively more prevalent in rental units, with lower income people tending to encounter these problems most often. As seen in Table 58, below, of the 195 rental respondents complaining about a sagging roof or missing shingles, 21 reported severe problems with this impairment (the two most severe categories). Out of the latter, 14 were extremely and very low-income households.

**TABLE 58**  
**1993 MONTANA HOUSING SURVEY**  
**DEGREE OF PERCEIVED HOUSING PROBLEM**  
**ROOF SAGS, MISSING SHINGLES, OR LEAKS?**

INCOME QUARTILE	NUMBER OF RESPONDENTS							TOTAL RESPONDENTS
	NO PROBLEMS				SEVERE LEAKS			
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
RENT								
Extremely and Very Low Income	42	7	7	9	8	7	7	87
Low Income	31	3	4	4	1	1	2	46
Moderately Low Income	13	3	1	2	0	1	0	20
Other Income	23	8	0	5	3	0	3	42
SUBTOTAL	109	21	12	20	12	9	12	195
OWN								
Extremely and Very Low Income	86	29	21	7	8	10	7	168
Low Income	78	19	11	7	6	4	3	128
Moderately Low Income	64	9	6	4	7	0	0	90
Other Income	296	52	23	17	11	5	3	407
SUBTOTAL	524	109	61	35	32	19	13	793
TOTAL	633	130	73	55	44	28	25	988

## POOR FOUNDATION CONDITIONS

In responding to questions about this problem, 38 out of 781 homeowners, or about 4.9 percent, reported severe or extremely severe problems with cracked foundations.<sup>20</sup> For renters, 22, or 11.9 percent, reported similar problems. Such data is presented in Table 59, below.

**TABLE 59**  
**1993 MONTANA HOUSING SURVEY**  
**DEGREE OF PERCEIVED HOUSING PROBLEM**  
**CRACKED FOUNDATION?**

INCOME QUARTILE	NUMBER OF RESPONDENTS							TOTAL RESPONDENTS
	NO PROBLEMS			MANY OR LARGE CRACKS				
	□	□	□	□	□	□	□	
RENT								
Extremely and Very Low Income	40	6	8	5	6	6	8	79
Low Income	20	7	3	5	4	3	2	44
Moderate Low Income	7	4	2	3	2	2	0	20
Other Income	20	12	0	5	4	0	1	42
SUBTOTAL	87	29	13	18	16	11	11	185
OWN								
Extremely and Very Low Income	100	25	11	11	4	5	7	163
Low Income	69	21	9	12	9	3	3	126
Moderately Low Income	55	13	8	5	5	4	1	91
Other Income	270	58	23	22	13	8	7	401
SUBTOTAL	494	117	51	50	31	20	18	781
TOTAL	581	146	64	68	47	31	29	966

## CONCLUSION

A significant number of those who reported having severe structural deficiencies were renters or lower income households. The three most prevalent problems here are high infiltration rates, sticking doors and windows, and poor ceiling and wall conditions.

Finally, a total of 1,224 people responded to the Montana Housing Survey; out of this sample, 7 percent reported some severe substandard housing conditions; this represents about 21,500 units in such states of disrepair.

<sup>20</sup> Some of those reporting "no problem" may be in dwellings, such as mobile homes, that lack concrete foundations. There is also a small incidence of extremely old homes that lack traditional foundations. Thus, the number with such problems may be larger than the survey reported.



## **SUITABILITY CRITERIA SUBSTANDARD HOUSING**

The aggregate number of housing units experiencing some form of substandard condition is not small. Since several segments of the population tend to be experiencing a disproportionate share of severe and adverse housing conditions, the State offers suitability criteria to use when making policy options designed to alleviate substandard conditions for tenants and homeowners.

Substandard housing conditions are those requiring critical repairs to ensure that the unit will not endanger the health, safety, or welfare of its occupants. At a minimum, the unit should meet Section 8 Housing Quality Standards, in order to be considered suitable housing. The presence of any of the following *moderate* physical problems defines a dwelling unit as substandard:

- *Plumbing* - On at least three occasions during the last three months all the flush toilets were broken down at the same time for six hours or more.
- *Heating* - Having unvented gas, oil, or kerosene heaters as the primary heating equipment.
- *Upkeep* - Having any three of these six upkeep problems: water leaks from the outside, such as from the roof, basement, windows or doors; leaks from inside structure such as pipes or plumbing fixtures; holes in the floors; holes or open cracks in the walls or ceilings; more than 8 inches of peeling paint or broken plaster; or signs of rats or mice in the last 90 days.
- *Hallways* - Having any three of these four hallway problems: no working light fixtures; loose or missing steps; loose or missing railings; and no elevator.
- *Kitchen* - Lacking a kitchen sink, refrigerator, or burners inside the structure for the exclusive use of the unit.

## **SUITABLE FOR REHABILITATION**

Substandard dwelling units may still be suitable for rehabilitation. These types of units must be both financially and structurally feasible for rehabilitation. Most government funding programs will not allow funds to be invested in housing units that require only cosmetic work, correction or minor livability problems, or maintenance work. The units must be designed for year-round use. This means that construction and heating of the unit should make it usable for year-round occupancy: built as a permanent structure, properly equipped and insulated for heating based on the climate, and have heating equipment adequate for long cold periods.

## **NOT SUITABLE FOR REHABILITATION**

Unfortunately, not all substandard units are in good enough condition to rehabilitate in a safe and cost-effective manner. Others may not be properly designed. The latter includes dwelling units that were not designed for year-round use, not built as a permanent structure, not properly equipped and insulated for heating based on the climate, and without heating equipment adequate for long cold periods.

The former are substandard dwelling units characterized by the presence of several of the following *severe* physical problems:

- *Plumbing*. Lacking hot or cold piped water or a flush toilet, or lacking both bathtub and shower, all inside the structure for the exclusive use of the unit.
- *Heating*. Was uncomfortably cold last winter for 24 hours or more due to breakdown of heating equipment and it broke down at least three times last winter for at least six hours each time.
- *Electric*. Having no electricity or all of the following three electric problems: exposed wiring; a room with no working wall outlet; and three blown fuses or tripped circuit breakers in the last 90 days.
- *Upkeep*. Having any five of the six maintenance problems listed in the above definition of substandard conditions;
- *Hallways*. Having all of the four problems listed in the above definition in public areas.

Substandard housing units that are neither structurally feasible nor financially practical (i.e., cost effective) for repair and rehabilitation are considered substandard housing units unsuitable for rehabilitation and unsuitable for habitation by any in-need group.

#### 4. AFFORDABILITY AND COST BURDEN

In assessing whether or not there is affordable housing available in Montana, both income levels and housing costs have been inspected.<sup>21</sup> A monthly housing cost (including utilities) in excess of 30 percent of income constitutes a cost burden. Approximately 18.6 percent of Montana households (59,217) earn less than \$10,000 annually, and 32.1 percent (98,548) earn less than \$15,000. Therefore, a monthly housing cost in excess of \$250 represents a cost burden to nearly one-fifth of Montana households, and payments over \$375 would be a burden to nearly one-third. The following analysis examines the affordability of housing to renters by looking at the percentage of monthly income that would be required to make average rent and utility payments.

Affordability for potential homeowners is examined by looking at the cash outlay and annual income required for average and low priced homes if monthly housing costs are to equal 30 percent of income. These calculations are intended to reflect the typical costs. Costs and income requirements are shown for both conventional financing and Federal Housing Administration (FHA) or Rural Economic and Community Development Services (RECDs), formerly Farmers Home Administration (FmHA), financing. These cost burdens and income requirements are then compared to census information to see how many households in Montana can afford the average home.

Rent burden calculations were made using 1990 Census figures for contract rent. For home buyers, the calculations for monthly mortgage payments and cash outlay at closing were

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<sup>21</sup> Income and housing cost data taken from the 1990 Census, U.S. Department of Commerce, Bureau of the Census.

made by using 1990 Census figures for the average asking prices of vacant for-sale housing units, prevalent interest rates in 1992, and applying formulas used by the banking industry, RECDs and FHA.<sup>22</sup> For conventional loans, cash outlay at closing includes a 10 percent down payment plus typical closing costs.<sup>23</sup> The RECDs Administration (who makes loans in rural areas with populations of less than 10,000) estimates no cash outlay of closing costs or down payment, and assume only typical RECDs closing costs.<sup>24</sup> For FHA, cash outlay at closing includes a 3 percent down payment plus 43 percent of closing costs. The other 57 percent of the closing costs and the required mortgage insurance costs are added to the loan amount.<sup>25</sup> Monthly payments for all loans are based on a 30-year, 9 percent fixed-rate loan plus taxes and insurance. Average utility costs of \$101 per month for a two-bedroom, multifamily unit with electric heat have been added to rent cost to calculate cost burden for rental units. Utility costs of \$125 for a single-family, three-bedroom home with gas heat were added to the monthly mortgage payments to calculate income requirements for homeowners.<sup>26</sup>

#### a. AFFORDABILITY FOR RENTERS

Low-income renters in Montana's rural areas are less likely to experience severe cost burden than low-income renters in the state's major cities. Households earning \$10,000 or less annually would be paying at least 52 percent of their income to occupy an average housing unit in the major cities. This constitutes a burden far in excess of the 30 percent standard. Similarly, in census designated places, a household with a \$10,000 annual income would have to use 55 percent of their income to rent the average housing unit. The situation for that income group is of particular concern in the Sun Prairie CDP, where the renter cost burden is highest, at 65 percent for the average rental housing unit.

**TABLE 60**  
**AFFORDABILITY OF AVERAGE RENTAL UNITS**

AREA	MONTHLY RENT	PERCENT OF INCOME	
	\$	\$10,000	\$15,000
Sun Prairie CDP Average	543	65%	43%
City Average	436	52%	35%
CDP Average	461	55%	37%
Rural Average	331	40%	26%

<sup>22</sup> While interest rates have fallen since 1992, home prices have risen faster since 1990, thereby making home affordability more difficult. Hence, this narrative is simply a conservative illustration of the problems, rather than a precise quantitative estimate, current to December 1993.

<sup>23</sup> Typical closing costs estimated with the assistance of Colleen Cebula, First Interstate Bank of Missoula. (1992)

<sup>24</sup> Information on Farm Home Administration loans and typical closing costs provided by Peter Halvorson, Farm Home Administration Office, Hillsboro, Oregon; and Nikki Stahley, Farm Home Administration Office, Billings, Montana. (1992)

<sup>25</sup> FHA loan information and typical closing cost estimates provided by Jeff McKinnen, First Interstate Bank, Portland, Oregon; and Charlene of American Federal Savings & Loan, Butte, Montana. (1992)

<sup>26</sup> Section 8 Utility Allowances, revised October 1992.



Table 60, above, illustrates the cost burden of average priced rental units in cities, CDPs, and the remaining rural areas. As that table shows, average rent in the rural areas is lower than in urban areas, but it still represents a cost burden of 40 percent to a householder with \$10,000 in income. Even for a household with a \$15,000 annual income, the cost burden is over 30 percent for all but those living in rural areas. Although the cost burden is not severe for that group, the important questions for those rural areas become if there are enough rental units available, if they have adequate kitchen and plumbing facilities, and whether or not they are maintained at or above minimum health and safety standards.

While the above analysis focused on whether low-income households could afford average rents, another question should also be examined: What portion of Montana's population cannot afford the "average rent"?<sup>27</sup> Table 61, below, illustrates average rents, the income needed to pay that average, and the percent of households with an income below \$15,000. As this table demonstrates, 26 to 33 percent of the population in Montana does not have a high enough income to afford the average rent. Furthermore, there is wide disparity between urban and rural costs and cost burdens. Data demonstrating the degree of difference between the various regions throughout the state is presented in Table 62, on the following two pages. This data portrays the number of households in each area that fall within a particular rent level category.

**TABLE 61**  
**INCOME NEEDED TO PAY THE AVERAGE RENT**

AREA	MONTHLY RENT	INCOME NEEDED	PERCENT OF HOUSEHOLDS WITH LESS THAN \$15,000 ANNUAL INCOME
City Average	436	\$17,440	33%
CDP Average	461	\$18,440	26%
Rural Average	331	\$13,240	32%

<sup>27</sup> Average rent computed from the number of rental units in each rent cost category and the midpoint of the rent category, as reported in the 1990 Census, plus utility costs used in the Section 8 Housing Utility Allowance Program (revised October 1992).

**TABLE 62**  
**RENTAL UNITS BY PRICE RANGE (MONTHLY DOLLARS)**

AREA NAME	< 100	100-149	150-199	200-249	250-299	300-349	350-399	400-449	450-499	500-549	550-599	600-649	650-699	700-749	750-999	> 1000	0 RENT
Billings city	288	577	793	1,315	1,550	1,947	2,039	1,406	834	593	527	201	112	108	188	125	264
Bozeman city	79	142	290	595	919	730	647	640	397	302	158	109	54	62	25	7	77
Great Falls city	403	733	796	868	1,064	1,323	1,115	736	470	286	181	100	67	67	41	26	157
Helena city	178	264	255	528	652	763	559	399	298	234	97	73	21	37	30	6	71
Kalispell city	97	217	185	238	297	341	358	212	122	102	49	28	18	0	24	62	63
Missoula city	157	389	556	1,247	1,449	1,253	1,201	862	605	408	282	170	37	57	73	18	155
Bonner-W. Riverside CDP	0	0	12	52	58	36	59	14	25	14	0	0	0	0	0	0	4
Evergreen CDP	4	0	28	49	91	72	65	37	16	47	12	2	0	0	0	0	19
Helena Valley NE CDP	0	0	0	4	0	14	0	0	22	8	0	0	0	0	0	0	0
Helena Valley NW CDP	0	0	0	0	0	13	0	5	0	0	0	0	9	0	0	0	5
Helena Valley SE CDP	0	7	14	16	54	29	15	23	15	9	0	29	0	6	0	0	6
Helena Valley W Cen CDP	0	0	0	14	0	64	96	22	28	14	37	9	3	3	0	0	19
Helena West Side CDP	0	0	6	15	7	35	8	28	7	7	6	0	0	0	0	0	17
Lockwood CDP	13	0	15	0	28	58	36	16	38	34	11	12	0	0	0	0	17
Lolo CDP	0	0	8	6	41	18	51	19	9	18	9	8	0	0	0	0	10
Malmstrom AFB CDP	6	0	0	15	32	229	280	160	21	38	6	18	7	7	6	0	520
Orchard Homes CDP	7	12	16	138	302	233	293	247	219	65	28	23	9	7	13	0	43
Sun Prairie CDP	0	0	0	4	0	0	7	0	13	0	0	5	0	0	0	0	0
Beaverhead County	69	68	121	133	206	135	67	48	0	17	15	4	0	0	0	0	174
Big Horn County	21	82	157	239	129	84	86	122	11	23	13	5	0	0	0	0	138
Blaine County	29	67	126	119	82	88	42	25	19	9	2	0	0	2	0	0	176
Broadwater County	11	14	28	25	44	19	40	13	7	8	8	4	0	0	0	0	55
Carbon County	17	39	51	94	118	90	72	40	30	17	3	4	1	2	0	0	108
Carter County	0	6	10	10	17	0	2	2	0	0	0	0	0	0	0	0	43
Cascade County	26	63	67	122	161	106	106	48	48	21	15	10	5	0	6	0	124
Chouteau County	10	22	58	48	55	54	25	26	14	4	7	0	2	0	0	0	139
Custer County	40	72	177	268	252	169	151	76	47	54	8	0	0	5	0	0	90
Daniels County	7	16	20	28	12	7	11	2	1	11	0	0	0	0	0	0	34
Dawson County	16	67	146	144	121	102	141	62	13	6	13	0	0	11	0	7	61
Deer Lodge County	91	148	253	135	164	71	47	41	15	7	0	0	0	0	0	0	93
Fallon County	28	9	36	31	35	29	13	4	11	7	2	2	0	0	0	0	35
Fergus County	37	66	144	180	145	195	87	79	29	8	2	0	4	0	0	0	123
Flathead County	66	121	185	329	409	599	432	296	285	116	128	50	64	18	61	0	321
Gallatin County	47	83	96	196	235	401	299	256	142	99	86	70	23	44	26	11	191
Garfield County	0	0	8	7	27	16	0	2	0	2	0	0	0	0	0	0	59
Glacier County	85	116	224	185	161	178	81	87	75	42	8	8	11	2	4	0	145
Golden Valley County	0	0	0	17	7	0	4	1	0	0	0	0	0	0	0	0	18
Granite County	16	7	20	43	45	19	13	4	6	0	0	0	2	0	0	0	64
Hill County	89	108	247	343	313	284	264	217	102	53	25	28	13	4	0	4	186
Jefferson County	24	26	46	49	71	85	58	31	10	13	6	0	2	0	7	0	86
Judith Basin County	2	14	16	22	30	14	7	5	0	0	0	0	0	2	0	0	59
Lake County	118	224	167	324	295	287	161	114	56	42	9	21	0	0	0	0	262
Lewis and Clark County	9	18	30	65	60	80	81	29	33	18	13	11	0	2	0	0	56
Liberty County	7	12	17	21	24	14	15	12	2	3	3	0	0	0	0	0	51
Lincoln County	60	97	167	193	374	224	185	86	35	35	15	1	8	0	2	0	149
Madison County	9	25	32	56	55	71	52	88	13	4	8	0	0	11	5	0	120
McCone County	2	3	2	15	29	20	9	10	4	1	0	2	0	2	0	0	33
Meagher County	6	8	17	23	13	31	10	9	3	0	0	0	0	0	0	1	54
Mineral County	3	26	17	81	47	34	26	12	8	2	7	2	2	0	0	2	35
Missoula County	0	28	29	109	129	162	173	100	20	129	46	7	10	0	25	0	138
Musselshell County	16	47	8	47	48	61	9	17	7	2	0	0	0	0	0	0	49
Park County	34	123	134	187	261	236	176	122	77	40	39	10	0	14	10	0	187
Petroleum County	0	0	0	0	8	5	0	0	0	0	0	0	0	0	0	0	18
Phillips County	33	34	56	51	74	43	45	45	16	6	6	4	2	0	0	0	109
Pondera County	19	18	57	106	71	105	29	15	26	11	3	1	0	0	0	0	137
Powder River County	0	2	12	17	14	15	23	5	3	2	0	0	0	0	0	0	57
Powell County	6	25	106	108	98	71	29	32	23	4	0	0	0	0	0	0	77
Prairie County	7	3	9	18	20	5	2	0	0	0	0	2	0	0	0	0	26
Ravalli County	26	99	181	276	276	330	226	189	100	104	32	18	11	9	0	6	207
Richland County	28	94	136	104	197	175	90	57	34	31	4	0	8	0	0	0	98
Roosevelt County	15	70	185	168	180	176	109	52	70	45	8	6	2	4	4	0	154
Rosebud County	41	95	78	133	88	95	117	45	33	37	30	0	26	0	0	0	153
Sanders County	17	54	106	141	74	109	48	22	17	6	2	0	3	0	0	0	131
Shenando County	16	15	31	63	55	48	24	19	8	0	10	15	1	0	0	2	67
Silver Bow County	242	475	527	506	544	552	440	258	161	79	30	4	0	0	0	0	192
Stillwater County	32	20	25	64	81	78	62	44	19	15	7	3	2	0	0	0	63
Sweet Grass County	9	22	28	51	39	42	15	3	5	3	6	1	0	0	0	0	54
Teton County	22	26	54	65	70	47	38	27	25	7	5	7	0	0	0	0	78
Toole County	32	45	77	72	44	47	54	38	1	9	14	0	0	0	0	0	72
Treasure County	2	5	14	2	4	3	0	2	3	0	0	0	0	0	0	0	26
Valley County	44	53	80	117	171	87	66	25	50	26	15	0	6	0	0	0	92
Wheatland County	6	20	15	29	17	7	10	5	3	0	0	0	0	0	0	0	43
Wibaux County	2	18	16	7	8	11	13	1	0	0	0	0	0	0	0	0	28
Yellowstone County	36	109	143	187	278	232	225	170	125	48	20	9	8	7	35	0	255
Montana	2,862	5,449	7,767	11,280	13,129	13,364	11,422	7,941	4,991	3,401	2,056	1,094	551	494	585	277	7,243

## b. AFFORDABILITY FOR HOME BUYERS

With respect to affordability, what holds true for renters is generally true for first-time home buyers in Montana. The cost of buying a home in rural Montana is less than it is in the cities and CDPs, although there is some disparity among rural areas in the average values of vacant, for sale homes. Table 63, below, shows the average values for homes in cities, census designated places, remaining rural areas, and in Gallatin County, which had the highest average home value in Montana according to the 1990 Census. Those average values are used to show costs to first-time home buyers who are able to use conventional financing. Recognizing that many first-time buyers cannot come up with the cash required at closing in order to utilize conventional financing, Table 63 gives some examples of the cash and income requirements for both RECDS and FHA financing.

**TABLE 63**  
**INCOME NEEDED TO PAY THE MONTHLY HOUSE PAYMENT**  
**ASSUMES 9 PERCENT FIXED RATE MORTGAGE**

AREA	PURCHASE PRICE	DOWN PAYMENT	MONTHLY PAYMENT	MINIMUM INCOME NEEDED	% HH WITH INCOME > \$26,000
Gallatin County	\$82,600	\$11,150	\$885	\$36,400	
City Average	\$67,700	\$9,290	\$750	\$30,000	53.3%
CDP Average	\$60,800	\$8,420	\$690	\$27,600	60.0%
Rural Average	\$49,000	\$6,930	\$580	\$23,200	54.6%
<hr/>					
RECDS Financing	\$26,000	\$1,010	\$380	\$16,200	
	\$40,000	\$1,170	\$520	\$20,800	
	\$60,000	\$1,310	\$615	\$24,600	
<hr/>					
FHA Financing	\$40,000	\$1,900	\$640	\$21,600	
	\$60,000	\$2,300	\$640	\$26,600	
	\$60,000	\$2,700	\$740	\$29,600	

In the rural regions of eastern and north central Montana, where the vacancy rates are high, the average asking price for a vacant, for sale home was under \$26,000 at the time of the 1990 Census.<sup>28</sup> At this rate, a household income of approximately \$15,200 would make a home in those areas affordable if the potential home buyer is able to take advantage of RECDS financing. In rural areas, income may not be a limiting factor. Rather, the condition of the \$26,000 home and whether it would qualify for any type of financing may be a crucial limitation.

In the rural regions of south central and southwestern Montana, which have relatively high vacancy rates, an average home was reportedly valued at about \$50,000 in 1990. An annual household income of approximately \$24,000 to \$25,600 (depending on the type of financing available) would generally make a home affordable in these regions. The average asking price of a vacant, for sale home in rural western Montana is generally higher than in other rural areas of the state. In those higher-cost areas, the asking prices were \$60,000 or more, which requires a minimum household income of approximately \$27,000 to \$30,000, depending on the type of financing available.

<sup>28</sup> The term "asking price" and "home value" are synonymous in this discussion.



In the CDPs, the average home value was approximately \$60,800 in the 1990 Census. With conventional financing, the minimum income required to buy that \$60,800 home is \$27,600. Average home value in the major cities is approximately \$67,700, requiring a minimum annual income of approximately \$30,000 if the buyer uses conventional financing. The major cities have comparatively low vacancy rates ranging from 4.0 percent to 10.2 percent as opposed to the rural range of 17.3 percent to 22 percent. This indicates a higher demand for housing in the cities and supports the higher cost of housing in those areas.

It is important to note that while mortgage rates appear affordable to many, especially since interest rates have fallen to as low as 6.5 to 7 percent, one can no longer use census figures for an accurate value of housing sales costs.<sup>29</sup> Another difficulty relates to the ability to save for a down payment, which can be a prohibitive factor, especially for the use of conventional financing. While the down payment requirements are lower for FHA financing, monthly payments and minimum income requirements are higher due to the larger loan amount. Also important to note is that the banking industry calculations for minimum income requirements are based on the standard that the total of principle, interest, property tax, and insurance payments cannot exceed 28 percent of gross income. It is also a standard requirement that total monthly obligations (including automobile and credit card payments) not exceed 36 percent of gross income.<sup>30</sup> For households whose other monthly obligations exceed 8 percent of gross income, their minimum income required to purchase a home will be higher than indicated in Table 63. All area cost values for owner-occupied homes are presented in Table 64, which appears on the following page.

Table 63 also lists that portion of total Montana households that earn less than \$25,000 annually. Examining the incomes required if housing costs are not to exceed 30 percent of income, we see that purchasing a home through conventional financing is out of reach for over half of the people in the cities and CDPs. Purchasing a low-priced home becomes more affordable through the use of RECDS or FHA financing and in the rural areas of the state. However, the question again becomes one of whether or not these low-priced (and typically rural) homes are in a good enough condition that they would qualify for either conventional or federally insured financing.

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<sup>29</sup> It is the opinion of the Montana Board of Housing that housing prices have increased faster than interest rates have fallen, thereby leading to a slowdown in the provision of affordable housing to Montanans and further affordability problems for home buyers.

<sup>30</sup> Colleen Cebuia, First Interstate Bank of Missoula. (1992)

**TABLE 64**  
**VALUE OF OWNER OCCUPIED HOUSING UNITS**  
**(IN THOUSANDS OF DOLLARS)**

AREA NAME	To 16	16-20	20-25	25-30	30-35	35-40	40-45	45-50	50-60	60-75	75-100	100-125	125-150	150-175	175-200	200-250	250-300	300-400	400-500	500+
Billings city	174	129	249	344	534	544	878	1,176	3,308	4,341	3,188	856	410	160	128	113	40	33	0	0
Bozeman city	0	9	17	29	48	58	112	138	395	923	568	121	59	54	21	0	11	0	0	0
Great Falls city	146	119	198	242	395	858	734	852	2,480	3,076	1,975	440	242	125	88	88	17	0	0	0
Helena city	33	25	26	85	110	194	297	358	982	1,283	881	215	120	40	19	8	5	0	0	8
Kalispell city	15	47	43	91	111	143	231	245	522	602	310	100	20	16	0	0	0	0	0	0
Missoula city	52	5	45	44	244	288	447	548	1,488	2,058	1,457	329	182	82	39	41	47	8	0	0
Bonner-West Riverside CDP	7	8	28	19	41	22	13	22	5	8	18	0	0	0	0	0	0	0	0	0
Evergreen CDP	17	0	6	18	27	15	30	90	144	134	27	14	0	4	0	0	0	0	0	0
Helena Valley NE CDP	0	0	0	0	0	0	6	13	60	74	32	21	18	0	0	0	0	0	0	0
Helena Valley NW CDP	0	0	0	0	0	0	22	42	44	71	11	8	6	0	0	0	0	0	0	0
Helena Valley SE CDP	6	0	5	0	12	8	80	108	234	137	59	12	0	0	0	0	0	0	0	0
Helena Valley W Can CDP	0	0	7	15	12	5	30	36	243	405	329	37	24	0	0	0	0	0	0	0
Helena West Side CDP	6	0	0	16	0	19	62	23	45	50	50	18	17	0	0	0	0	0	0	0
Lockwood CDP	0	11	0	43	20	39	64	61	151	137	25	7	0	0	0	0	0	0	0	0
Lolo CDP	0	0	0	0	0	5	19	54	174	146	113	4	4	0	0	0	0	0	0	0
Malmstrom AFB CDP	0	0	0	0	0	0	0	5	0	0	0	0	0	0	0	0	0	0	0	0
Orchard Homes CDP	12	0	6	36	28	26	51	86	318	492	436	79	81	21	17	0	0	0	0	0
Sun Prairie CDP	0	0	8	0	0	14	17	8	56	44	48	8	4	0	0	0	0	0	0	0
Beaverhead County	43	11	72	44	57	70	84	128	195	247	162	35	35	12	0	8	0	0	0	0
Big Horn County	139	96	65	82	108	118	165	67	174	137	84	0	0	0	0	2	0	0	0	0
Blaine County	68	46	59	66	94	83	82	56	122	101	60	9	0	0	0	0	0	0	0	0
Broadwater County	14	10	27	25	49	53	77	44	91	78	48	3	7	2	4	0	0	0	0	0
Carbon County	74	33	103	107	94	96	112	112	164	177	154	37	22	32	0	12	5	3	0	0
Carter County	41	11	15	9	15	4	10	4	9	4	2	2	0	0	0	0	0	0	0	0
Cascade County	121	62	75	144	105	90	199	95	313	383	331	151	57	36	25	11	7	19	0	0
Chouteau County	54	43	53	65	59	52	48	44	98	115	42	16	4	9	0	0	6	0	0	2
Custer County	296	214	156	186	233	209	230	139	220	238	96	50	23	15	0	0	0	0	0	0
Daniels County	91	32	29	58	45	13	24	30	36	44	19	6	4	0	0	0	0	0	0	0
Dawson County	200	141	133	187	155	156	149	115	227	183	110	24	8	0	8	0	0	0	0	0
Deer Lodge County	280	220	224	266	284	183	240	171	207	165	154	6	7	0	0	0	0	0	0	3
Fallon County	85	39	43	31	50	41	39	54	40	56	33	0	0	0	0	0	0	0	0	0
Fergus County	146	102	114	192	157	199	157	126	254	236	107	52	31	0	5	0	0	0	0	0
Flethead County	68	79	93	142	224	252	442	415	848	1,536	1,480	534	332	166	88	152	61	16	5	19
Gallatin County	32	21	68	64	87	128	157	226	499	929	1,006	341	187	165	30	71	54	8	0	0
Garfield County	28	14	6	10	10	9	6	6	14	13	7	0	0	0	0	0	0	0	0	0
Glacier County	132	43	70	112	71	113	158	144	185	181	112	10	12	0	6	0	0	0	4	4
Golden Valley County	16	16	13	15	11	7	11	4	11	6	4	0	0	0	0	0	0	0	0	0
Granite County	34	48	42	31	38	23	35	30	25	58	23	7	0	0	0	0	4	0	0	8
Hill County	90	118	121	138	174	137	275	220	392	472	444	72	47	4	11	0	0	0	0	0
Jefferson County	22	33	26	42	70	69	100	85	106	253	298	85	27	8	9	9	0	0	0	0
Judith Basin County	45	25	37	18	24	16	19	10	27	31	10	0	0	0	0	0	0	0	0	0
Lake County	47	68	125	82	145	135	237	193	358	520	454	194	135	49	55	65	21	13	8	11
Lewis and Clark County	53	15	25	96	57	88	97	104	206	236	171	87	7	8	7	13	0	0	0	0
Liberty County	16	20	30	24	24	9	33	8	24	31	39	11	2	0	0	0	0	0	0	0
Lincoln County	96	90	100	152	221	285	300	220	435	482	241	57	45	9	10	0	0	2	0	0
Madison County	30	26	12	25	14	49	46	51	132	142	131	40	19	5	6	4	0	5	0	0
McCone County	58	28	22	22	30	17	31	7	16	18	17	7	0	0	0	0	0	0	0	0
Meagher County	19	31	27	10	26	33	17	17	34	24	14	9	0	0	0	2	0	0	0	0
Mineral County	25	31	17	30	36	37	54	37	45	68	26	16	1	0	0	0	0	0	0	0
Missoula County	19	21	62	31	36	130	154	188	425	696	752	240	181	108	28	47	17	0	7	0
Musselshell County	125	56	60	61	50	80	52	22	50	42	16	5	2	0	0	2	0	0	0	0
Park County	44	74	72	154	187	227	264	174	300	310	239	111	20	12	0	0	0	0	9	0
Petroleum County	33	3	2	2	2	8	4	4	2	2	0	0	0	0	0	0	0	0	0	0
Phillips County	114	39	43	44	61	49	42	27	119	95	59	9	2	0	0	0	2	0	0	0
Pondera County	93	41	52	62	94	122	76	56	116	142	70	21	11	0	0	0	6	0	2	0
Powder River County	10	7	11	10	16	12	12	6	20	37	11	0	2	0	0	0	0	0	0	0
Powell County	56	38	82	89	93	91	120	82	128	121	48	5	17	0	0	0	0	0	0	0
Praine County	89	29	21	25	18	9	6	4	15	12	4	0	0	0	0	0	0	0	0	0
Ravalli County	30	48	81	96	195	209	273	224	626	943	686	213	76	26	31	20	4	0	0	0
Richland County	216	86	104	99	130	139	143	105	270	253	177	16	0	8	10	0	0	0	0	0
Roosevelt County	134	72	110	108	158	125	156	110	155	198	99	18	1	2	0	0	0	0	0	0
Rosebud County	86	49	39	52	54	91	99	36	212	282	153	24	0	0	0	0	0	0	0	5
Sanders County	70	68	97	82	112	81	73	127	127	147	66	16	5	1	0	3	2	0	0	0
Shendean County	116	64	53	54	61	69	80	41	81	95	80	15	0	4	2	3	0	0	0	0
Silver Bow County	769	460	474	550	646	683	517	556	928	1,017	879	338	84	34	25	22	6	0	0	6
Stillwater County	22	19	31	27	53	55	72	66	199	201	142	32	19	7	0	0	0	0	0	3
Sweet Grass County	26	12	26	21	38	55	40	63	58	81	62	17	3	5	0	0	0	0	0	0
Teton County	51	40	53	66	58	93	78	65	184	115	80	15	6	0	0	0	0	0	0	0
Toole County	123	43	50	48	88	100	56	75	99	104	61	0	7	0	0	0	0	0	0	5
Treasure County	9	11	10	9	16	13	13	8	8	5	5	0	0	0	0	0	0	0	0	0
Valley County	249	62	123	85	154	151	134	125	147	147	96	12	2	0	3	0	0	2	0	0
Wheatland County	92	56	43	35	52	32	31	12	28	11	17	2	0	0	0	0	0	0	0	0
Wibaux County	35	9	8	17	15	12	10	4	19	6	2	2	0	0	0	2	0	0	0	0
Yellowstone County	85	75	113	155	182	259	332	457	638	987	892	333	101	90	45	67	23	0	6	3
Montana	5815	3803	4450	5434	6919	7696	9764	9466	21125	27204	20204	5671	2719	1319	700	746	338	107	39	75

### c. ADDITIONAL COST BURDEN ANALYSIS

The following analysis examines the affordability of housing to homeowners and renters by looking at the percentage of monthly income that would be required to pay housing and utility costs for two-bedroom accommodations. It is designed to augment the affordability and cost burden discussion included in the FY 1994-98 Five-Year CHAS. That original narrative is still valid, as it utilized detailed 1990 Census data by geographic area, thereby representing a comprehensive analysis. A true update of that analysis to represent data in 1994 is not possible without revised census data. The levels of cost burden and housing cost are out of date because the housing market has changed swiftly in Montana.

The analysis presented here is more qualitative in nature, but it is intended to illustrate conditions being experienced in 1994. It provides an updated look at the cost burden for two-bedroom housing units by using current market prices, quoted interest rates, income estimates derived from the *1993 Montana Housing Survey*, and current Section 8 utility allowances (the estimated costs for the particular type of home for energy, water, sewer, and refuse collection). To iterate, this data is not intended to reflect exact estimates of the cost burden for Montana, but rather to offer relevant information depicting the current housing situation in the state.

### COST BURDEN FOR FIRST-TIME HOMEBUYERS

In order to calculate the cost burden for homeowner households, three pieces of data are needed: mortgage payment, utility costs, and income. The current advertised housing prices (asking prices) were collected via random sample of 15 two-bedroom houses advertised for sale.<sup>31</sup> An average price of \$70,000 was calculated from the sample and assumed to be representative of the cost of a two-bedroom house in the state. In addition, a random sample of banks in Bozeman, Missoula, and Kalispell was queried.<sup>32</sup> Loan officers were asked about current market rates, plus points and fees, totalling the monthly payments on a loan for the two-bedroom home. This is a conventional loan with a 20 percent down payment.

In addition, the bank representatives were asked if the market price was a reasonable reflection of the cost of such a house in their own respective areas. Typically, the loan officer put the price of such a house at a higher figure. In those cases, the loan amount was readjusted based on the new figures. The total monthly home purchase payment included the principal, interest, taxes, and insurance. As noted above, when calculating the cost burden, the monthly

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<sup>31</sup> Sunday Billings Gazette, June-July 1994.

<sup>32</sup> The banks contacted were the First Security Banks in Bozeman and Kalispell, First Citizens Bank in Bozeman, and First Interstate Bank and Montana Bank in Missoula.



expense for housing utility costs were included. These latter figures were provided by Montana Department of Commerce, Housing Assistance Bureau.<sup>33</sup>

In order to collect the remaining data required to compute the cost burden, household income figures were drawn from the *1993 Montana Housing Survey*. The incomes were grouped into categories based on the median family income for the state. Table 65, below, describes the four income groups and the ceilings above which a cost burden or a severe cost burden are encountered. For each group, cost burdens were calculated from the maximum income level (or income category ceiling). A monthly mortgage payment (with utilities) in excess of \$350 would therefore represent a cost burden to over one-fourth of the survey's respondents, or about 25 percent of all Montana households.

**TABLE 65**  
**INCOME DISTRIBUTIONS FROM THE 1993 MONTANA HOUSING SURVEY**  
**ESTIMATED COST BURDEN**

INCOME CATEGORY CEILINGS	PERCENT OF RESPONDENTS	YEARLY HOUSEHOLD INCOME	ESTIMATED COST BURDEN	ESTIMATED SEVERE COST BURDEN
Extremely Low Income	26.7%	≤ \$14,021	> \$350 a month	> \$584 a month
Very Low Income	18.0%	to \$22,434	> \$560 a month	> \$935 a month
Low Income	11.7%	to \$26,640	> \$660 a month	> \$1,110 a month
Other Households	43.0%	≥ \$26,640	NA	NA

Table 66, below, provides the monthly housing payments for a two-bedroom house in three Montana cities. The table shows the monthly payment on a two-bedroom house purchased with a 30-year conventional loan with a 20 percent down payment. The loan is at a current market interest rate of 9 percent. As mentioned previously, the value of a two-bedroom house varied from one area to another, ranging from \$70,000 to \$100,000. A base value of \$70,000 was used, but whenever the loan officer suggested that the cost is higher than this amount, the average market price was based on their revised figures.

**TABLE 66**  
**COST BURDEN FOR HOMEBUYERS**  
**TWO-BEDROOM SINGLE-FAMILY HOME**

CITY	AVG PRICE/LOAN (\$1,000s)	MORTGAGE PAYMENT/MONTH (Prin + Int)	MONTHLY TAXES AND INSURANCE	MONTHLY UTILITY COST	TOTAL COST	COST BURDEN INCOME	SEVERE COST BURDEN INCOME
Bozeman	\$77/61	\$495	\$130	\$108	\$734	\$29,360	\$17,616
Kalispell	\$70/56	\$450	\$130	\$97	\$677	\$27,080	\$16,248
Missoula	\$73/58	\$470	\$155	\$104	\$729	\$29,160	\$17,496
Simple Average (unweighted)	\$73/58	\$472	\$138	\$103	\$713	\$28,520	\$17,112

<sup>33</sup> Figures on utility cost for single-family and multifamily units were provided by George Warn, Montana Housing Assistance Bureau, MDOC. These related to gas space heat and water heat; electric cooking; no air conditioning; and water, sewer, and refuse collection in each of the respective cities.

Comparing Tables 65 and 66 reveals that for those with extremely low and very low incomes, owning a home represents a cost burden that exceeds 30 percent of the gross income for over 56.4 percent of the survey's respondents. This is substantiated by the 1990 Census, which indicated that a few years earlier, in 1989, nearly 54 percent of all Montana households earned less than \$25,000 per year.

Table 66 also presents the level of annual income a household may be receiving if experiencing a severe cost burden. Note that all severe cost burden income levels are above \$16,000. Here, the 1990 Census has indicated that over 32 percent of Montana's households earned less than \$15,000 in 1989.<sup>34</sup> However, for this class of households, current lending practices will not allow loans to be made to householders who would experience a severe cost burden, therefore a cost burden would happen less frequently with owners than with renters.

### **COST BURDEN FOR TWO-BEDROOM RENTAL**

A random sample of advertised rental prices for two-bedroom units was selected, as was a sample of property managers in the three cities cited above.<sup>35</sup> A current listing of the monthly utility costs for a two-bedroom multifamily unit were obtained and added to the rental costs.<sup>36</sup> The result was the total monthly housing cost.

Table 67, below, summarizes the monthly cost of a two-bedroom apartment as derived from the sampled newspaper advertisements and property management representatives. It is important to indicate that unit attributes and rental rates vary by location.

**TABLE 67**  
**COST BURDEN FOR RENTERS**  
**TWO-BEDROOM APARTMENT**

<b>CITY</b>	<b>MONTHLY RENT</b>	<b>UTILITY COST</b>	<b>TOTAL COST</b>	<b>COST BURDEN MIN INCOME</b>	<b>SEVERE BURDEN MIN INCOME</b>
Bozeman	\$675	\$106	\$781	\$31,240	\$18,744
Kalispell	\$500	\$111	\$611	\$24,440	\$14,664
Missoula	\$425	\$111	\$536	\$21,440	\$12,864
Simple Average (unweighted)	\$533	\$109	\$643	\$25,707	\$15,432

The table above indicates similar results to those found in the case of for-purchase housing. The monthly payment for rent represents a cost burden for a significant portion of Montana's households. While the cost burden for renters does not appear to be quite as severe as the cost burden for prospective home buyers. Property managers have indicated that there

<sup>34</sup> 1993 State of Montana Comprehensive Housing Affordability Strategy (CHAS), pg. 74.

<sup>35</sup> The Sunday Billings Gazette, June-July 1994.

<sup>36</sup> Figures on utility cost for multifamily units were provided by George Warn, Montana Dept. of Commerce, Housing Assistance Bureau.

were several people waiting to see available rental units. Such incidents affirm what has been stated earlier: there is a shortage of rental housing. Such shortages artificially keep prices high and present barriers, keeping some people from participating in the housing market.

To illustrate the dilemma facing Montana's citizens, a cost of living index specific to housing was gathered for several cities throughout the state. This data is compiled quarterly for 250-300 urban areas nationwide by the American Chambers of Commerce Research Association (ACCRA).

This index is a relative comparison, with the national average set equal to 100. It does not measure inflation. Each quarter is a unique measurement. Both the number and mix of participants can change from one quarter to the next, thereby altering the underlying comparability of the data. Furthermore, some judgement sampling occurs with items within categories. Data is provided by participating chambers of commerce, or similar organizations, and no precise representation can be made as to the absolute reliability of each submitting entity's data. It is reasonable to assume that individual entities can collect data somewhat differently from time to time, thereby reducing the precision of a *long-term* or *time-series* representation. ACCRA inspects the data and discards or deletes perceived errors and omissions. Still, small differences between the index values of one area and those of another area cannot be construed as significant disparities in the cost of living. On the other hand, large differences can indeed represent real variations in the costs of living. Regardless of the above caveats, the data presents a reasonable *point-in-time* comparison between areas.<sup>37</sup>

**TABLE 68**  
**ACCRA COST OF HOUSING INDEX**

QUARTER, YEAR	BOZEMAN	HELENA	MISSOULA	BILLINGS	DENVER, CO
4Q, 90	94.1	NA	NA	NA	101.7
1Q, 91	93.1	NA	NA	NA	103.6
2Q, 91	94.5	89.9	87.8	NA	104.5
3Q, 91	90.6	NA	86.8	NA	101.8
4Q, 91	100.2	NA	94.5	NA	105.9
1Q, 92	103.4	NA	94.1	NA	106.2
2Q, 92	99.6	103.7	94.5	NA	109.9
3Q, 92	106.0	99.5	92.8	107.2	109.5
4Q, 92	106.9	101.7	98.5	109.5	112.4
1Q, 93	109.9	NA	93.5	116.8	112.6
2Q, 93	111.6	95.2	96.6	110.0	118.4
3Q, 93	113.3	NA	96.7	110.9	117.8
4Q, 93	120.2	NA	97.1	111.5	120.2

As seen in Table 68, above, the cost of housing index indicates some variation in the cost of housing around the state. Further, it is most interesting to note that the rates of increase

<sup>37</sup> The ACCRA Housing Index is weighted with 25 percent rent for a two-bedroom apartment and 75 percent the monthly mortgage payment, using current interest rates, on an 1,800 square foot home (assuming a 25 percent down payment).



across all sampled cities are rising faster than the national average, with Bozeman already 20 percent higher than the national norm for comparable housing.

In summary, Montana's cost of housing is rising faster than the national average, and the margins of cost burdens are increasing while wages are stagnant or falling. While more illustrative than strictly quantitative, the results of the ACCRA analysis correspond to the overall picture of housing conditions in Montana.<sup>38</sup> Difficulties are persistent, severe, and seem to resist easy solution.

#### **d. HOUSING DEMAND AND SUPPLY**

Three housing availability issues are of concern for Montana. The first is the availability of rental units, especially low-cost units. The second issue is the availability of homes that meet the criteria for loan assistance and mortgage insurance. The third availability issue is the number of affordable homes on the market for low- and moderate-income people.

In regard to the first issue, there were approximately 34,601 low-rent units (units that cost no more than \$250 per month) in Montana at the time of the 1990 Census. Approximately 11,389 low-rent units were federally assisted, and the waiting list for publicly assisted units numbered 6,285. The supply of low-rent and/or assisted units does not meet the demand. There is a great disparity between the number of households earning less than \$10,000 and the actual number of low-rent units.

The second issue is the availability of homes that meet the criteria for loan assistance and mortgage insurance. It is true that the housing market is tight in some areas of the state, particularly in the major cities. However, in the rural areas of the state where vacancy rates are higher (particularly in the eastern region), the issue becomes more complicated by one of housing condition. In many instances, the poor condition of the vacant homes preclude the use of federal mortgage insurance programs. Without these programs, homes are not easily financed and are consequently out of reach for many potential home buyers. The result is a diminished supply of affordable homes.

The third availability issue is the shortage of affordable homes on the market for low- and moderate-income people. This is of particular concern in the major western Montana cities, which tend to have the lowest vacancy rates in the state and the highest home values (according to the 1990 Census). Where the market is tight and prices are escalating, it is becoming increasingly difficult for low- and middle-income people to purchase homes.

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<sup>38</sup> Data derived from the various sources are, admittedly, not precise or necessarily quantitatively consistent. Further, the 1993 *Montana Housing Survey* data pertained to incomes of renters as well as current homeowners, some of whom may have already paid off their homes. It does, however, indicate the difficulty that citizens are encountering when first entering the home ownership market and the overall rental market.

To get an overall picture of the availability of housing units, Table 69, below, combines data on both rental and owner-occupied housing. This table uses 1990 Census information on rental units by price range and value of owner-occupied housing units. The table adds the number of rental units available for under \$300 and homes valued at less than \$35,000. This number of housing units is then compared to the number of households earning less than \$15,000. The lack of available housing can be seen in the last column. Overall, these numbers point to a large gap between the demand for housing and the supply of affordable housing; the difference may be as large 25,000 units.

**TABLE 69**  
**AVAILABILITY OF RENTAL UNITS**  
**AND FOR-PURCHASE HOMES**  
**COMPARED TO NEED**

AREA	NUMBER OF RENTAL UNITS > \$300	NUMBER OF HOMES > \$35,000	TOTAL UNITS	HH WITH INCOMES > \$15,000	NET SHORTAGE
City Average	17,878	3,611	21,489	32,047	10,558
CDP Average	1,735	414	2,149	4,250	2,101
Rural Average	28,117	21,996	50,113	62,251	12,138
TOTAL	47,730	26,021	66,508	98,548	24,797

This particular computation pertains most explicitly to the 1990 Census cost burden analysis presented a few pages previous. It is believed that these figures are even too low if applied to the 1994 affordable housing shortage.

#### e. SUMMARY

Single-family detached homes are the predominant housing type in Montana, making up about 66 percent of the housing stock; the share of the stock varies widely at the local level. About 21 percent of the statewide stock of homes were built prior to 1940, increasing the probability of lead-based paint hazards, especially for low income households. Other maintenance and structural deficiencies also tend to exist in these older structures, as does a higher incidence of vacancy. Sixty-six percent of the housing stock has two or three bedrooms.

In recent years, the single-family housing market has tightened, with sharp increases in home and rental prices. Because of rising unemployment rates and falling wage rates, some households face a wide financial gap between the supply of affordable housing and the quantity demanded. Market conditions are very favorable for the sale of existing homes at premium prices and development of expensive to upper-end single-family houses that sell quickly in rapidly growing parts of the state. While data seems to support a need for affordably priced homes, the market is not supplying those units to any appreciable degree.

For multifamily units and rental property, market conditions favor existing units commanding increasing rents. Pressure on rents in rapidly growing areas of the state does not appear to be easing, as few new, affordable multifamily units are being constructed. In slower to declining sections of the state, low incomes suppress even modest rental property

improvements, thereby increasing the incidence of deferred maintenance. Housing suitability problems are persisting in these areas.

### PAST HOUSING PROJECTS

In the variety of housing conditions, affordability problems, and affordable housing shortages presented above, the range of possible solutions is expansive. Needs can vary greatly by community. From elderly to transitional to rehabilitation to new construction, the size and degree of the problem is not alike. To help illustrate these differences, the following tables present a list of HOME and CDBG housing-related projects. Table 70 indicates that \$16.3 million was requested over the last three years under the HOME program alone. These funds were to be used with other matching funds, increasing the grant total to some \$45.4 million. The 58 CDBG housing projects funded over the last 12 years equal more than \$22 million in CDBG funds alone, as seen in Table 71. These projects are distributed all over the state and include rehab, new construction, conversion, homebuyer development, and disabled access construction. Montana expects this range of needs to continue.

**TABLE 70**  
**HOME INVESTMENT PARTNERSHIPS PROGRAM (HOME)**  
**APPLICATION REQUESTS FFY '92, FFY '93, AND FFY '94**

NAME	PROJECT	NO. OF UNITS	HOME REQUEST	TOTAL PROJECT
<b>FFY 1992</b>				
*Fromberg	Rehabilitation SF	15	\$150,000	\$225,000
*Carbon County	Rehabilitation SF	20	\$300,000	\$366,200
*Joilet	Rehabilitation SF	25	\$300,000	\$423,750
*Bridger	Rehabilitation SF	20	\$300,000	\$373,500
Great Falls	New Construction MF	16	\$300,000	\$800,000
*Wolf Point	Rehabilitation MF and SF	20	\$300,000	\$987,500
Miles City	Conversion - Commercial to MF	9	\$300,000	\$935,000
*Bozeman HRDC	New Construction - SF and MF (FTHB)	24	\$300,000	\$2,085,810
Beaverhead County	Rehabilitation/New Construction MF	60	\$300,000	\$936,540
District XI (Missoula)	Rehabilitation	30	\$300,000	\$444,863
Lewistown	New Construction/Rehabilitation MF	31	\$280,000	\$720,000
*Missoula City/County	First Time Homebuyer	50	\$600,000	\$4,314,000
*Hardin	Rehabilitation SF and Rehab MF/ (Transitional Center)	14	\$300,000	\$556,000
*Billings	Rental Rehab/First-Time Homebuyer	34	\$200,000	\$1,280,400
MT Peoples Action	Acquisition/Rehab (First-Time Homebuyer)	6	\$300,000	\$373,000
Yellowstone County	Rehabilitation SF	15	\$74,000	\$867,620
District VII HRDC (Billings)	Rental Rehab	50	\$150,000	\$251,750
*Butte/Silver Bow	Rehabilitation SF	25	\$375,000	\$609,380
*Northwest HRDC (Kalispell)	Acquisition (transitional center)	8	\$131,000	\$165,788
Ronan/Lake Co.	Rehabilitation SF/New Construction MF	74	\$600,000	\$966,000
District XII HRDC (Butte)	Rehabilitation SF	34	\$136,000	\$213,820
*Havre	Rehabilitation SF/First-Time Homebuyer	30	\$300,000	\$1,050,000
Saco	Rehabilitation SF	26	\$300,000	\$330,000
*Neighborhood Housing Services	New Construction/First-Time Homebuyer	12	\$230,643	\$1,302,306



**TABLE 70**  
**HOME INVESTMENT PARTNERSHIPS PROGRAM (HOME)**  
**APPLICATION REQUESTS FFY '92, FFY '93, AND FFY '94**

NAME	PROJECT	NO. OF UNITS	HOME REQUEST	TOTAL PROJECT
*Westby	Rehabilitation SF	12	\$135,677	\$159,288
FFY 1993				
*YWCA of Missoula	Acquisition/Transitional Housing	6	\$295,906	\$502,226
*Bozeman	New Construction MF	9	\$216,000	\$659,795
*District XII HRDC (Butte)	Rehabilitation/Transitional Housing	32	\$221,317	\$681,492
*Lewis & Clark Co.	New Construction/Transitional Housing	12	\$324,000	\$1,366,501
*Great Falls	New Construction MF	8	\$306,600	\$712,600
*Yellowstone County	New Construction MF	8	\$324,000	\$512,803
*Glacier County	Rehabilitation MF	37	\$180,746	\$215,058
*Kalispell	New Construction	16	\$300,000	\$1,064,880
*Poplar	Acquisition/Rehabilitation MF	6	\$324,000	\$411,500
*Northwest HRC (Kalispell)	New Construction/Transitional Housing	16	\$324,000	\$858,500
*Ronan	New Construction/Tenant Based Rental Assistance	16	\$324,000	\$596,295
*MPA Billings	Acquisition/First-Time Homebuyer	12	\$ 57,829	\$281,000
Beaverhead County/City of Dillon	New Construction/Rehabilitation	60	\$600,000	\$820,500
Thompson Falls	Rehabilitation SF	21	\$290,000	\$359,578
FFY 1994				
Red Lodge	Rehabilitation SF	50	\$400,000	\$1,272,000
Miles City	Conversion/Rehabilitation MF	9	\$300,000	\$631,204
Lake County	Tenant-based Rental Assistance	16	\$64,800	\$74,700
Building Self Worth, Inc. (Butte)	New Construction/MF (developmentally disabled)	4	\$331,697	\$367,606
Kalispell	New Construction/FTHB (some handicapped units)	44	\$400,000	\$3,528,228
District VII HRDC (Billings)	First-Time Homebuyer	20	\$270,000	\$ 349,580
District XI HRC (Missoula)	New Construction/FTHB and Rent to Own	18	\$400,000	\$3,600,372
Neighborhood Housing Services (Great Falls)	New Construction/FTHB	12	\$388,800	\$1,453,505
Western Montana Health Center (Missoula)	New Construction/FTHB (some handicapped units)	36	\$400,000	\$1,027,000
Opportunities Inc. (Great Falls)	New Construction/MF	8	\$400,000	\$547,653
Thompson Falls	Rehabilitation SF	21	\$400,000	\$484,988
NW Montana Human Resources (Kalispell)	Reconstruction/MF	36	\$255,551	\$1,401,084
Flathead County	New Construction/Rental (ADA built)	7	\$338,234	\$909,269
TOTAL TO DATE			\$15,399,800	\$45,427,432

**TABLE 71**  
**CDBG REQUESTS FUNDED - HOUSING**

YEAR	RECIPIENT	PROJECT	AMOUNT
1982	Town of Alberton	Housing Rehabilitation	\$400,000
1982	City of Roundup	Housing Rehabilitation	400,000
1982	Town of St. Ignatius	Housing Rehabilitation	400,000
1983	City of Missoula	Housing Rehabilitation	227,500
1983	City of Kalispell	Housing Rehabilitation	250,000
1983	City of Miles City	Housing Rehabilitation	400,000
1983	Mineral County (St. Regis)	Housing Rehabilitation	400,000
1983	Town of Dodson	Housing Rehabilitation	400,000

**TABLE 71**  
**CDBG REQUESTS FUNDED - HOUSING**

YEAR	RECIPIENT	PROJECT	AMOUNT
1983	Town of Thompson Falls	Housing Rehabilitation	400,000
1983	City of Malta	Housing Rehabilitation	400,000
1983	City of Shelby	Housing Rehabilitation & New Construction	400,000
1984	City of Kalispell	Housing Rehabilitation	250,000
1984	City of Bozeman	Housing Rehabilitation	500,000
1984	Butte-Silver Bow	Housing Rehabilitation	500,000
1984	Town of Lodge Grass	Housing Rehabilitation	500,000
1984	City of Missoula	Housing Rehabilitation	500,000
1985	City of Kalispell	Housing Rehabilitation	250,000
1985	Butte-Silver Bow	Housing Rehabilitation	500,000
1985	City of Chinook	Housing Rehabilitation	367,835
1985	City of Malta	Housing Rehabilitation	367,835
1985	Missoula County (Clinton)	Housing Rehabilitation	317,259
1985	Town of St. Ignatius	Housing Rehabilitation	367,835
1986	City of Glasgow	Housing Rehabilitation	350,000
1986	City of Havre	Housing Rehabilitation	600,000
1986	Silver Bow County	Housing Rehabilitation	350,000
1987	Butte-Silver Bow	Housing Rehabilitation	375,000
1987	Town of Kevin	Housing Rehabilitation	375,000
1987	Town of Saco	Housing Rehabilitation	375,000
1988	Town of Bridger	Housing Rehabilitation	375,000
1988	City of Glasgow	Housing Rehabilitation	375,000
1988	City of Havre	Housing Rehabilitation	375,000
1988	City of White Sulphur Springs	Housing Rehabilitation	375,000
1989	City of Hardin	Housing Rehabilitation	375,000
1989	City of Wolf Point	Housing Rehabilitation	375,000
1990	City of Hardin	Housing Rehabilitation	375,000
1990	City of Harlem	Housing Rehabilitation	375,000
1990	City of Kalispell	Housing Rehabilitation	375,000
1990	City of White Sulphur Springs	Housing Rehabilitation	375,000
1990	City of Glasgow	Housing Rehabilitation	266,982
1991	Butte-Silver Bow	Housing Rehabilitation	375,000
1991	Town of Fromberg	Housing Rehabilitation	375,000
1991	City of Miles City	Housing Rehabilitation	375,000
1991	Town of Nashua	Housing Rehabilitation	375,000
1992	City of Bozeman	New Construction	375,000
1992	Butte-Silver Bow (Centerville)	Housing Rehabilitation	375,000
1992	Town of Joliet	Housing Rehabilitation	375,000
1992	City of Livingston	Housing Rehabilitation	375,000
1992	City of Wolf Point	Housing Rehabilitation	375,000
1992	Yellowstone County (Worden-Ballantine)	Housing Rehabilitation	375,000
1993	City of Kalispell	Housing New Construction	247,500
1993	City of Miles City	Housing Rehabilitation	313,147
1993	City of Poplar	Housing Rehabilitation	400,000
1993	City of Red Lodge	Housing Rehabilitation	400,000
1993	City of Ronan	Housing Rehabilitation	400,000
1994	City of Bozeman	New Construction	400,000
1994	City of Helena	Housing Rehabilitation	400,000
1994	City of Kalispell	New Construction	400,000
1994	City of Missoula	New Construction	400,000
1994	Yellowstone County (Worden-Ballantine)	Housing Rehabilitation	199,216
<b>TOTAL FUNDS</b>			<b>\$22,250,109</b>

## 7. BARRIERS TO AFFORDABLE HOUSING

### a. INSTITUTIONAL/OTHER BARRIERS

The *Survey of Montana's Housing Needs* was sent to a sample of people throughout the state. The 385 prospective respondents were taken from the FY 1993 CHAS distribution list. Respondents were asked about the impact of building and energy efficiency codes and zoning regulations on cost of housing. It was the opinion of the group that these types of public policy issues do not appreciably affect the cost of housing. The vast majority noted that the codes and regulations had no effect on the cost of housing; one indicated that these types of actions decrease the cost, and 10 to 13 respondents noted that these actions can increase the cost. One can deduce that these policies may increase the initial cost of housing only modestly. Table 72, below, presents this data. Least cost planning areas related to electric and gas utility planning and resource acquisition activities have recognized that by increasing the energy efficiency of housing, additional up-front costs are placed on the structure. However, these costs typically pay for themselves over the life of the home through energy efficiency measures (increased ceiling, wall, or floor insulation levels, thermal pane windows).

**TABLE 72**  
**SURVEY OF MONTANA'S HOUSING NEED**  
**EFFECTS ON COST OF HOUSING BY PUBLIC AND PRIVATE POLICY ISSUES**

FACTOR	NUMBER OF RESPONDENTS							TOTAL RESPONDENTS
	DECREASE COST		NO EFFECT			INCREASE COST		
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Building Codes	1	1	11	72	44	19	13	161
Building Energy Efficiency Codes	1	6	12	67	49	13	11	159
Zoning Regulations	2	2	4	80	37	21	10	156
Financing Affordable Projects	0	18	21	58	23	28	11	159
Saving for Loan Down Payment	2	22	18	53	35	19	9	158

The impact on housing of building and zoning codes was approached from an alternate perspective. Respondents were asked if these types of public policy issues impact the *availability* of housing in their local jurisdictions. Table 73, on the following page, presents the responses to this question, by geographic region. Note that nearly one-third of the respondents felt that these public policies restrict availability of housing. Respondents in the northwest region felt more strongly that building and zoning regulations tend to impact the availability of housing.



**TABLE 73**  
**SURVEY OF MONTANA'S HOUSING NEED**  
**DO BUILDING AND ZONING REGULATIONS**  
**AFFECT HOUSING AVAILABILITY,**  
**BY GEOGRAPHIC AREA**

	NUMBER OF RESPONDENTS					TOTAL RESPONDENTS
	NE	SE	C	NW	SW	
Yes, Do Affect	2	7	10	17	17	53
No, Don't Affect	15	12	28	24	32	111
TOTAL RESPONDENTS	17	19	38	41	49	164

For the *Survey of Montana's Housing Needs*, respondents were asked to provide comment on several open-ended questions. One question asked about the barriers to creating affordable housing that exist due to area market conditions. Responses included land cost, lack of sites in close proximity to services, shortage of rentals, and development costs in outlying areas as barriers to potential construction of affordable housing. Lots that are available are too expensive due to scarcity. The majority of people who can afford the high prices are newcomers who are bringing in high dollar equity gained from West Coast sales, thus pushing up the demand for local home sales and inflating home values. The demand for good home sites exceeds the supply.

Also, the number of rental vacancies is low, and the high average purchase price of homes forces people to remain in rentals. Housing costs exceed the income level of most local prospective buyers. The majority of homes being built are expensive, larger, single-family homes -- especially for newcomers who are willing and able to pay higher prices. The direction that developers are taking makes it difficult for the elderly, single parents, and low- to moderate-income persons to find affordable housing. Those who are able to find a house to rent or buy are often unable to afford it. The limitations and/or restrictions on home ownership programs do not alleviate the high cost of housing for families on fixed incomes. The market condition and housing vacancy rates support persons who can afford to pay mortgages of \$650 or more. Without a loan, many prospective buyers are unable to fulfill down payment requirements.

The survey also asked what organization or institutional barriers to affordable housing were present. Answers included the way in which institutions and organizations handle and develop funding priorities or criteria for selecting housing projects. Respondents stated that the funding priorities do not expand safe, decent, and/or affordable housing where it is needed. City, county, state, and federal resources and programs are not adequate to address and identify housing problems. Many local and state program organizations and nonprofits lack the interest that is needed to initiate a program to deal with housing issues. Programs tend to focus on creating housing that is affordable to those earning 80 percent of the median income, rather than those on AFDC, etc. Local governments lack fiscal assistance and commitment. There are no zoning incentives, and no affordable housing requirements for new subdivisions. Sometimes city zoning regulations prohibit and/or discourage mobile homes, in-fill, and multifamily development. Funds may sometimes be lacking for rehabilitation of existing homes. Most

rentals are old and landlords do not reinvest rental income in maintaining the interior or exterior of the structures. Taxes and sewer extension costs increase the expenses of building outside city limits, where land is affordable and regulations are more "friendly."

When asked how housing problems might be solved, respondents stated that any significant solution to facilitate the affordable housing crisis would involve all sectors of the state. Financing from local lenders is required for both acquisition and development loans and permanent financing for home buyers. Potential barriers such as the application process, financing, and unduly restrictive zoning restrictions will need to be addressed both at the local and state levels. Local banks need to look beyond seeking just CRA credits. The development of affordable housing is a capital-intensive business; therefore, the issuers of debt must be willing participants. Affordable housing is the key element of local infrastructure. There must be affordable housing to maintain local jobs. The economy is unstable and jobs are important to investing in housing or upgrading existing homes.

Since home prices can't be lowered, a tax incentive or some sort of builder's incentive would boost the sales of family units within the HUD mortgage limits. To counterbalance, HUD should raise the area limits. County officials can promote and assist in allowing construction of rental units that rent for prices commensurate with local area residents' incomes. Rental and down payment assistance should be offered to assist low income residents and elderly adults with disabilities. A thorough assessment of needs should be incorporated into a plan that addresses Montana's housing dilemmas in all categories.

The *1993 Montana Housing Survey*, a survey distinctly different from that mentioned above, was designed to collect specific data from a randomly drawn sample of Montana citizens. The sample totaled 3,600 people. Respondents were asked to vote "yes" or "no" regarding whether building and zoning codes adversely affect the affordability and availability of housing in their area. A majority indicated that neither type of public policy adversely affected housing. However, these responses need to be evaluated on a substate basis. In rapidly growing communities, some believe that zoning and building codes often adversely affect the housing supply. Furthermore, very few counties in Montana have adopted zoning regulations and many counties in Eastern Montana have little subdivision review and inactive or non-existent planning boards and staff. In the larger western towns, this is not the case.

The questionnaire asked respondents if building and zoning regulations adversely affected the availability of housing in their area. Overall, respondents indicated little impacts of these types of regulations, as noted in Table 74, below. However, a particular segment of the sample population stated a strongly adverse impact; lower income groups were much more likely to state the adverse impact of building and zoning regulations on availability as well as affordability of the housing in their area. In each case, as income rose, so did the percentage of respondents who stated there was no adverse impact. This implies that low income persons perceive building and zoning regulations as discriminatory.

**TABLE 74**  
**BUILDING AND ZONING REGULATIONS**  
**MONTANA HOUSING SURVEY**

REGULATION	YES	NO	TOTAL
<i>Building Regs. Adversely Affect Availability</i>	227	820	1,047
<i>Zoning Regs. Adversely Affect Availability</i>	325	779	1,104
<i>Building Regs. Adversely Affect Affordability</i>	389	713	1,102
<i>Zoning Regs. Adversely Affect Affordability</i>	349	753	1,102

Respondents were asked to offer their own opinions on the major factors that affect a person's ability to purchase homes in their area. The most frequently cited reasons are shown on the Table 75, below, with the predominant ones all relating to affordability. The factor with the greatest number of citations was low incomes, the second affordability, and the third jobs. Aside from the obvious need for a strong economic base to provide more and higher paying employment, other opinions were offered. These included difficulties encountered in the financing and loan process. Particularly, many respondents considered it difficult to come up with a down payment.

The *Montana Housing Opinion Survey*, a third housing-related survey, consisted of two questionnaires sent to selected professionals in the housing and land use arenas. Surveys were sent to a total of 320 people. Respondents believed that lack of available land is a problem, although there was a difference in perception as to why land is not available. Some cited the fact that their community is surrounded by public land, tribal

land, or by private land where owners are unwilling to sell for housing development. Others cited the need to extend city utilities, or the fact that zoning does not provide enough available land, especially for multifamily and mobile home development.

Of the 40 responding communities, 28 stated that they require local building permits for new construction and 23 require permits for remodeling. Twenty communities have been certified to enforce Uniform Building Codes. This information is included in Table 76, below.

**TABLE 75**  
**FACTORS AFFECTING ABILITY TO BUY HOMES**  
**1993 MONTANA HOUSING SURVEY**

FACTOR	NUMBER	FACTOR	NUMBER
Low Incomes	247	Location	18
Affordability	225	Suitability	18
Jobs	155	Economy	15
Availability	95	Cost of land	10
Financing/Loans	50	Job Insecurity	9
Down Payment	45	High Prop. Values	5
Out of State Buyers	26	Rich/Retired Buying	4
Property & Other Taxes	25	Population Increase	3



**TABLE 76**  
**MONTANA HOUSING OPINION SURVEY**  
**BUILDING PERMIT REQUIREMENTS; UNIFORM BUILDING CODE ENFORCEMENT**

	REQUIRE BUILDING PERMIT FOR NEW CONSTRUCTION	REMODELING	CERTIFIED TO ENFORCE UNIFORM BUILDING CODE
Number of Communities	28	23	20
Percent of Communities	70%	58%	50%

Table 77, below, shows that respondents in five communities with adopted zoning regulations reported that their community does not provide areas for placing mobile homes that are not on a foundation.

**TABLE 77**  
**MONTANA HOUSING OPINION SURVEY**  
**USES ALLOWED UNDER ZONING REGULATIONS**

	NUMBER OF COMMUNITIES		
	YES	NO	PERCENT 'NO'
Mobile Homes on Permanent Foundations	20	1	3%
Mobile Homes Not on Permanent Foundations	16	5	13%
Mobile Home Parks	21	1	3%
Modular Housing (Factory-Built)	21	1	3%
Multifamily Housing	22	0	0%

The following Table 78 lists the responses to a question regarding the sufficiency of land zoned in the community. Table 79 lists the minimum lot sizes for single-family residences.

**TABLE 78**  
**MONTANA HOUSING OPINION SURVEY**  
**AMOUNT OF LAND ZONED IN COMMUNITY**

	MOBILE HOMES ON LOTS		MOBILE HOME PARKS		MODULAR HOUSING		MULTIFAMILY HOUSING	
	YES	NO	YES	NO	YES	NO	YES	NO
Number of Responses	17	8	14	11	14	9	13	10
Percent 'No'		32%		44%		36%		40%

**BY COMMUNITY POPULATIONS:**

More Than 10,000	1	2	2	1
5,000-10,000	0	0	0	1
1,000-5,000	4	4	4	5
Less Than 1,000	3	4	3	3

**TABLE 79**  
**MONTANA HOUSING OPINION SURVEY**  
**MINIMUM LOT SIZE REQUIRED BY ZONING FOR SINGLE-FAMILY HOMES**

	MINIMUM LOT SIZE REQUIRED IN RESIDENTIAL ZONES	
	R-1	R-2
Less Than 5,000 sq ft	5	2
5,000 to 10,000 sq ft	13	12
More Than 10,000 sq ft	5	2
Number of Responding Communities	23	16

#### **b. IMPEDIMENTS AND OPPORTUNITIES FOR PROVISION OF HOUSING**

Current conditions indicate that a lack of incentive for creating affordable home ownership opportunities has persisted, thereby creating an extreme shortage of affordable housing supply. With today's market conditions, there are many barriers to construction of multifamily dwellings. These barriers also impede the creation of affordable rental housing. Economic theory suggests that demand pressures placed on the housing market can be relieved by more supply coming into the marketplace. Market conditions indicate that a significant degree of market demand for affordably priced homes and rental properties remains unmet.

There remains hope, however, as two events have occurred over the last few years that may lead to corrections in the market place. One relates to the Low Income Housing Tax Credit, which was made a permanent part of the federal tax code. This will enable affordable housing to be more attractive to investors, although its results may not be seen for quite some time. Secondly, the Montana Legislature passed into law a bill giving local jurisdictions the ability to pass tax deed properties<sup>39</sup> into the hands of nonprofit entities. This may lead to the provision of additional affordable housing.

In summary, there appear to be mostly impediments, and few opportunities, to the development of affordable housing in the current housing market.

#### **c. FAIR HOUSING NON-COMPLIANCE**

Over the last few years, as the housing market has tightened with rising prices and falling vacancy rates, the perception of ongoing unfair housing practices has become more widespread. Review of available data suggests that there are impediments to fair housing choice, particularly as related to "fair housing non-compliance, especially for racial minorities and women."<sup>40</sup> Inspection of the data also reveals that the strongest factor relating to unfair housing practices appears to be income. Lower income households experience the greatest level of discrimination,

<sup>39</sup> Tax deed properties are properties which have been sold due to nonpayment of taxes.

<sup>41</sup> The 1993 Montana Housing Survey, pg. 1.

and when income is coupled with additional attributes such as race, family size, marital status, or age of householder, the incidence of fair housing non-compliance rises significantly.

Overcoming unfair housing practices is an important issue to the State of Montana. The State feels that most unfair practices, though not all, are the result of ignorance. Therefore, the State intends to step up its outreach and educational efforts to increase the awareness of fair housing laws and the rights of both housing providers and consumers, whether they be renters, landlords, or real estate sellers. The State realizes that by increasing knowledge of fair housing issues, an increase in fair housing complaints is likely in the short run; but in the long run, fair housing non-compliance is expected to fall appreciably.

## **I.C. ECONOMIC CONDITIONS**

### **1. FINDINGS OF PAST ECONOMIC DEVELOPMENT STUDIES**

During the past 22 years, there have been at least 10 separate reviews and studies of Montana's economic position by various public agencies and private-sector consultants. In 1970, the Bureau of Business and Economic Research of the University of Montana completed the *Montana Economic Study*. Samuel Chase, Jr. and the other authors of the study concluded that Montana was unlikely to regain its relatively prosperous economic position and was likely to fall even further behind. The authors cautioned, "We do not believe that a permanent order of priorities -- a grand design -- can or should be established with respect to state actions to remedy the situation." Instead a continuous, orderly process allowing Montanans to consider facts and express their preferences in light of changing economic realities was recommended. The report avoided making specific recommendations on how to address the challenge of low economic growth, but called for tax reform, governmental reorganization, and consolidation.

In August 1976, Governor Thomas Judge presented the *Montana Governor's Policy Initiatives* as representative of the areas upon which he anticipated the executive branch would focus its primary attention during the 1977-79 policy cycle. Specific policy and programmatic initiatives covered general government, community affairs, the economy and the environment, education, human services, public safety and protection, and transportation. The ultimate goal of the plan was to create job opportunities at a rate sufficient to provide employment for all Montanans by identifying areas suitable for increased economic growth and activity, taking into consideration the existing economic base, availability of materials and energy, labor market factors, transportation, existing market demand, and pollution-control requirements.

The *Montana Economic Development Project*, co-sponsored by the state government and the Montana International Trade Commission, began working to identify and analyze new economic development opportunities for Montana in spring 1982. By January 1983, a strategic plan for economic growth was produced with the help of McKinsey and Co. The plan, while never put into final form and published, was used as a framework in 1987 by the Governor's Council on Economic Development in creating "The Next Century: Strategies for Advancing Montana's Economy." The final summary draft of the 1983 McKinsey and Co. report contained



detailed reviews of Montana's economic performance, an assessment of Montana's economic development assets and liabilities, and 22 specific recommendations to promote growth, including the Ambassadors business recruitment effort, more support for tourism promotion, increased investments in infrastructure, the formation of a science and technology committee, and a comprehensive tax study.

Between 1983 and 1988, several of the recommendations of the 1983 work were acted upon, with many more initiatives directed to sector-specific task forces or industries for further study. Published works during this period included the proceedings of a July 1986 *Conference on Montana's Economic Future* featuring Dr. David Birch; papers presented to a *Conference on Taxation and the Montana Economy* in September 1986; and the *Report of the Economic Transition Task Force to the Governor* in November 1986. On March 22, 1987, the *Great Falls Tribune* published a special edition insert with the results of a survey of Montana leaders, who recommended a list of individuals most likely to lead Montana through the economic transition. This insert also contained a series of essays by Montana leaders and academics who voiced opinions about particular government policies.

In August 1986, Pacific Power published a target industry study of Northwestern Montana.<sup>41</sup> This study was the result of a research effort to identify industries with the best development potential for Lincoln, Flathead, and Lake counties in Northwestern Montana. The report is a compilation of geographic, demographic, and economic characteristics of that area.

The industrial economy of NW Montana is mainly manufacturing of lumber and wood products and aluminum production. The manufacturing sector was the third largest employer in the area in 1984. Agriculture in the area is mostly wheat ranching and some fruit growing. Trade (retail and wholesale) was the largest employer in 1984 -- about 23 percent of total employment for the area. Government employment was the second largest sector in 1984, and the service sector was expanding. The tourism industry played a significant role in the NW Montana area as well.

Pacific Power targeted three groups of industries for economic development:

- Industries whose products are imported into the area.
- Industries that exist locally and export products out of the area to markets that are expected to grow.
- Industries whose primary production inputs are available, although the industries may not be represented in the area.

The top industries that were chosen are plating and polishing, welding apparatus, miscellaneous plastic products, aluminum castings, fabricated metal products, boat building and repair, furniture and fixtures, wood partitions and fixtures, and tourism. These are the

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<sup>41</sup> Pacific Power & Light Company. *Target Industry Study: Northwestern Montana*, Portland, Oregon, August 1986.

industries that were selected as having the best prospects and highest potential for development in the NW Montana economic area.

In December 1988, the Montana Ambassadors (a private organization of business and university leaders) published *Partnership for Progress*, a report that summarized the opinions of the Ambassadors' membership on the Montana economy, analyzed the economy and its problems, and made a number of recommendations related to tax reform, education, capital availability, workers' compensation reform, and other key development issues.

Also in December 1988, the Governor's Council on Economic Development presented *The Next Century: Strategies for Advancing Montana's Economy*. The report drew upon previous work of McKinsey and Co., David Birch, and other expert advisory groups. According to Stanley Nicholson, "The hallmark of the report was the diagnosis that Montana now has two economies, the traditional resource-based sector that is declining and the new small business sector that is advancing."<sup>42</sup> The report recommended five strategies as crucial to Montana's economic future:

- Investing in the workforce;
- Encouraging and supporting entrepreneurship and business innovation;
- Building and maintaining physical infrastructure;
- Strengthening local government fiscal capacity; and
- Strengthening state fiscal capacity.

Additionally, the report presented 14 specific tactics to nurture economic development at the state and local levels and called for a review of the tax system. The tactics are summarized below, by category.

## Workforce Investments

1. Maintain and Enhance the Educational Attainment and Skills of Tomorrow's Workforce.
  - Teachers, parents and administrators should focus on the outputs of education -- what they want students in their community to know and be able to do as a result of their schooling -- rather than on the inputs. Courses of actions to pursue include: adopt and regularly upgrade school accreditation and graduation, give schools more discretion over education and administration, publish annual reports on the performance of public educational and private training institutions, provide performance bonuses to schools, allow parents to choose among public schools.
2. Strengthen the Earning Capacity of Poor People and Reduce Welfare Caseloads.
  - Compared to most other states, Montana takes relatively good care of its poor. But, it is less successful at removing the barriers that keep people dependent upon welfare.

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<sup>42</sup> The Governor's Council on Economic Development, *The Next Century: Strategies for Advancing Montana's Economy*, Helena, December 1988

Social service agencies need to assess welfare dependents' personal and economic strengths and weaknesses and encourage them to choose appropriate routes toward independence, providing financial assistance along the way. Excellence of social service agencies must also be fostered through offering a wide range of competitive services under performance contracts.

### **Entrepreneurship/Business Innovation**

#### **3. Increase the Visibility of Montana Entrepreneurs.**

- This will draw attention to the opportunities in Montana for new business development. By recognizing entrepreneurship, a climate is created that fosters new enterprises and helps existing businesses to grow.

#### **4. Assure the Availability of Management and Marketing Assistance for New and Expanding Businesses.**

- New businesses often fail because they do not know how to succeed; they lack the business management or market development experience necessary to stay in business. Help is available through the Business Assistance Division of the Montana Department of Commerce, through the Small Business Development Centers, through the Center for Entrepreneurial Studies at the University of Montana and from vo-tech school programs.

#### **5. Appoint a Temporary Financial Services Commission to Review the Regulations Governing Competition in Montana's Financial Industry -- Including Intrastate and Interstate Banking -- Remove the Barriers to the Industry's Growth, and Increase Access to Capital for Montana Businesses.**

- The Commission would develop a strategy designed to encourage modern, responsible banking innovation and provide Montanans the benefits of a competitive financial system. Currently, Montana banks invest a lower share of their assets in local businesses and individuals than do banks nationwide, and invest instead in low-risk, out-of-state income earning assets such as government bonds.

#### **6. Harness the Resources of the Higher Education System to Promote Economic Development.**

- High priority should be given to raising teaching and research standards, developing research capacity, and strengthening linkages with business.

#### **7. Reduce Regulatory Barriers to New Business Creation.**

- Re-evaluation of state regulations that once served valid purposes but may now pose a barrier to competition and new business development will ensure that these regulations still serve legitimate public purposes.

### **Infrastructure**

#### **8. Improve Capital Planning and Budgeting.**



- The state needs to modernize its capital budget to ensure that the full costs of projects are displayed, and it should consider the use of enterprise budgets to encourage efficiency and flexibility in infrastructure service agencies.

9. Strengthen Montana's Infrastructure Financing Capacity.

- The most promising ways to strengthen financing capacity include user-fee backed revenue bonds, more effectively marketed debt, and more competitive underwriting.<sup>43</sup>

10. Create a Water Rights Procedure That Facilitates the Transfer of Water Rights Among All Beneficial Users.

- Water is a valuable economic resource. The state needs to clearly define water rights in terms of consumptive use, help local authorities develop procedures to market water, and integrate public trust values (recreational, environmental, etc.) into water markets.

### Local Governments' Fiscal Capacity

11. Create a Statewide "Local Government Finance Corporation".

- The corporation would provide local governments with training on capital facilities planning and help cover the costs of that planning.

12. Employ User Fees Tempered with Low-Income Household "Circuit Breakers".

- A circuit breaker is a form of a property tax credit to households, which is useful to pay a portion of a public project's cost that exceeds a predetermined fraction of poor households' income. This is done to overcome the common objection to user fees for publicly provided infrastructure services -- that they will be a hardship for low-income households.

### State Fiscal Capacity

13. Reduce Preferential State and Local Government Property Tax Abatements and Exemptions.

- Montana sometimes promotes economic development through special tax inducements. One person's tax reduction is either another person's tax increase or the loss of a public service. Good tax policy is not the same as low tax policy.

14. Develop a Long-Term Tax Strategy That Contains Overall Tax Rates and Makes the Tax System More Neutral and More Equitable.

- A comprehensive review of Montana's tax system is needed.

The May 1990 *New Directions* report commissioned by the Montana State AFL-CIO and prepared by the Corporation for Enterprise Development, a private consulting firm in North

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<sup>43</sup> The Governor's Council on Economic Development, *The Next Century*, December 1988, pg. 22.

Carolina, presented another agenda for organizing Montana's human and natural resources to build a "first-rate state economy." The report recommended national leadership in programs for retraining older workers and for building foreign-language and cultural education into the curricula of schools and universities. The authors also criticized the tax breaks enacted in the 1980s to spur business development as largely ineffective, and recommended that some of those be reversed to help pay for the under-funded regular government programs and for their program recommendations.<sup>44</sup>

## SUMMARY

In each of the above evaluations, causes for and difficulties facing Montana's less well developed economic structure strike very similar chords. These are underinvestment in capital and public infrastructure in support of business, diminished business and employment opportunities, and underfunded fiscal and capital capacity. On the other hand, solutions to both these human and physical capital deficiencies range far and wide. The underlying reasons for such broad development needs pertain to the physical and structural conditions across Montana. They vary significantly, so much so that only an expansive view toward economic development can truly aid the state of Montana.

## 2. PREVIOUS ECONOMIC DEVELOPMENT PROJECTS

For the purposes of the discussions presented below, only those projects wholly, or in part, funded by the CDBG are presented. Over the last 12 years, the economic development portion of CDBG has awarded funding for nearly 75 projects (excluding fiscal 1994). These funds, totalling over \$19.8 million, are presented by project location and year of commitment in Table 80. In fact, in just the last five years, with a CDBG financial commitment of more than \$8 million, about 874 jobs have been either created or retained in Montana's economy. Table 81, below, presents those jobs, by year, over the five-year period.

**TABLE 80**  
**CDBG PROJECTS FUNDED**  
**ECONOMIC DEVELOPMENT**

YEAR	RECIPIENT	PROJECT	AMOUNT
1982	Sweet Grass County	C. Sharps Arms	334,071
1983	City of Kalispell	Downtown Redevelopment	250,000
1984	Kalispell	Downtown Redevelopment	250,000
1984	Belgrade	Butler Creek	210,500
1984	Hill County	Meissner (Big Bud) Tractors	500,000
1985	Kalispell	Flathead Industries	250,000
1985	Town of W. Yellowstone	Ralide West	88,937
1985	Hill County	Meissner (Big Bud) Tractors	500,000
1986	Butte	U.S. High Altitude Training Center	246,165

<sup>44</sup> *Ibid.*

**TABLE 80**  
**CDBG PROJECTS FUNDED**  
**ECONOMIC DEVELOPMENT**

YEAR	RECIPIENT	PROJECT	AMOUNT
1986	City of Lewiston	Mountain Meadows	175,435
1986	City of Livingston	Depot Center	100,000
1986	Missoula County	Norco Products	302,000
1987	City of Bozeman	Schnee's Boots	162,000
1987	Gallatin County	Life-Link (Simms)	250,000
1987	City of Havre	Rocky Mountain Packing	273,000
1987	City of Helena	Win-Trol, Inc.	372,250
1987	Town of Stevensville	Turner Engineering	375,000
1988	Golden Valley	Quad Five	374,400
1988	Liberty County	Liberty Manufacturing	375,000
1988	Big Horn County	Custer Battlefield Trading Co.	169,900
1988	Town of Eureka	Eureka Pellet Mill	231,576
1988	City of Bozeman	ILX Lightwave Corp.	321,000
1989	Blaine County	Bear Paw Livestock Commission Corp.	115,000
1989	City of Bozeman	CVR Oak Designs	101,650
1989	City of Bozeman	Lattice Materials Commission	192,000
1989	Town of Stevensville	Stevi Machine	216,000
1989	City of Havre	Vita Rich	300,000
1989	Town of Bridger	Yellowstone Furniture Manufacturing	300,000
1989	Town of Philipsburg	Montana Silver Springs	300,000
1990	Beaverhead County	Centennial Foods	300,000
1990	Hamilton	Direct Advantage	190,000
1990	Garfield County	Garfield County Feeds	222,150
1990	City of Belgrade	Quake Industries	125,000
1990	City of Chinook	Sweet Medical Center	157,500
1990	Cascade County	Plasnetics	240,000
1991	Town of Fromberg	Gateway Software Company	300,000
1991	Carbon County	Invention Development Corporation	285,000
1991	City of Bozeman	Lattice Material Corporation	198,000
1991	City of Shelby	Pamida	300,000
1991	Powell County	Precision Cartridge	117,000
1991	Yellowstone County	ZooMontana	207,600
1991	Toole County	Northern Express Transp. Authority	300,000
1992	Broadwater County	Broadwater Printing	208,000
1992	City of Belgrade	Frank Products	164,625
1992	Carbon County	Memorial Hospital	300,000
1992	City of Hardin	Montana Beef Specialties	207,500
1992	Fergus County	Park Inn	212,000
1992	City of Havre	Water Chef	600,000
1993	City of Choteau	Alpine Touch	82,000
1993	Hill County	J. Burns Brown Operating Company	331,000
1993	Anaconda-Deer Lodge	Community Service Center	140,000
1993	City of Belgrade	Dynojet	225,000
1993	City of Conrad	Horizon Lodge	65,000
1993	Lake County	Montana Private Capital Network	45,000
1993	City of Belgrade	Osprey Boats	105,000
1993	Big Horn County	Plains Indian Museum	86,250
1993	City of Helena	Queen City Ice Palace	150,000
1993	City of Bozeman	Reliable Transaction Processing	80,000
1993	City of Shelby	Townhouse Inn	500,000
1994	Butte-Silver Bow	Sureway Systems	100,000
1994	Sweetgrass County	Medical Facility	200,000
1994	City of Belgrade	Kid-Kart	210,000
1994	Lake County	Montana Naturals	378,000
1994	Town of Drummond	Clark Fork Lumber	130,000



**TABLE 80**  
**CDBG PROJECTS FUNDED**  
**ECONOMIC DEVELOPMENT**

YEAR	RECIPIENT	PROJECT	AMOUNT
1994	City of Havre	Duck Inn	350,000
1994	Town of Superior	Superior Safety	220,000
1994	City of Wolf Point	Hospital	498,500
1994	Town of Fairfield	Dairy Best	189,500
<b>TOTAL FUNDS</b>			<b>16,355,509</b>

**TABLE 81**  
**ECONOMIC DEVELOPMENT BENEFITS**

FISCAL YEAR	JOBS CREATED	JOBS RETAINED	TOTAL JOBS
1989	83	78	161
1990	74	23	97
1991	174	0	174
1992	179	116	295
1993	147	0	147
<b>TOTAL</b>	<b>657</b>	<b>217</b>	<b>874</b>

## I.D. INFRASTRUCTURE CONDITIONS

Infrastructure is defined to be the collective, long-term investment by citizens in facilities and installations. These are structures that are necessary for their safety and convenience. Examples include transportation facilities (airports, roads, bridges), utilities (water systems, hazardous waste disposal), communication facilities (libraries), and jails.

### 1. SUMMARY OF STUDIES ON INFRASTRUCTURE

In 1984, then Governor Schwinden's Task Force on Infrastructure published a report describing Montana's infrastructure. In brief, the task force found that the facilities have been taken for granted and ignored. There had been a lack of routine maintenance and financial planning for years. This precipitated a decline in the overall quality of the state's infrastructure. In January 1991, the Community Technical Assistance Program, Montana Department of Commerce, prepared a report called *Statewide Infrastructure Needs By Type of Public Facility*. These studies addressed utilities, communications, transportation facilities, and other public facilities. The findings are summarized below.

#### UTILITIES

A water system is defined as a water supply source, water treatment, distribution system, and storage. Its function is to provide a safe and convenient supply of water for drinking, fire protection, and irrigation. Many community water systems rely on the original wooden water pipes that were installed at the turn of the century. In 1983, a water supply needs survey was

conducted for the incorporated communities in the state. Based on survey results, it was estimated that \$100 million would be required for water supply repairs. In 1984, the task force reported that 35 percent of the 279 rural water systems were in need of major upgrading to bring them into compliance with the "10" State Water Quality Standards. This would require funding on top of the \$100 million mentioned above. In 1991, the total financial needs for water systems was estimated at \$357.7 million.

Dams are often connected with having a supply of water for drinking and irrigation. They also provide flood control and recreation, and some generate hydro-electric power. When dam structures break or have a failure, there may be both a loss of human lives and an economic loss to the locale. Many of Montana's dams are in need of repair. In 1984, the State owned 36 significant hazard structures and 28 high hazard dams, cities owned 13 dams that were significant hazards and 17 high hazard dams, and counties owned two dams that were rated as significant hazards and three that fit the definition of high hazard dams.<sup>45</sup>

Wastewater treatment and disposal systems prevent health hazards and nuisances to the public at large. The local authority (city, county, or sewer district) is charged with the physical and financial responsibility of operating and maintaining its wastewater facility. A 1984 evaluation of 203 public wastewater systems for which information existed indicated a monetary need of \$231,276,000 for repair, replacement, or construction.

Solid waste facilities provide basic protection to human health and the environment by maintaining adequate waste management services. Local governments and private entities are responsible (and liable) for the financing, operation, and maintenance of Montana's waste management systems. Waste management includes landfills, transfer stations, and incineration systems. In 1984, it was estimated that \$19.65 million was needed for collection (a local responsibility), \$6.55 million for disposal, and \$6.4 million to bring systems across the state into compliance with DHES standards. In 1991 the total need was estimated to be between \$15 and \$17.5 million.

In 1984, there were no local government or state government hazardous waste facilities in Montana. Shipment to an out-of-state site was necessary when hazardous wastes exceeded the state's allowable limits for landfill disposal. Most hazardous wastes are generated by private industry, which means that industry is responsible for the costs to ship it out of state. The concern of the local government is 1) the monitoring of the local landfills to insure that the state safe levels of hazardous wastes are not exceeded, and 2) the liability that comes with a possible illegal contamination. In 1984 the local governments had a minor role in the funding of hazardous waste programs. Hazardous waste clean-up financial needs were estimated at several million dollars in 1991.

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<sup>45</sup> Montana Contractors' Association, *Montana's Infrastructure Crisis: A Report to the State*, Helena, September 1984.

## TRANSPORTATION FACILITIES

Safe and convenient bridges ensure the integrity of the state's transportation system. This system is essential to basic industries such as agriculture, wood products, and resource extraction. In addition to commerce, the bridges provide access to recreation, local business, emergency transportation and many other uses. Local governments are responsible for construction, reconstruction, or rehabilitation of all bridges on all public roads and streets in Montana that are not under the jurisdiction of nor the maintenance responsibility of the state or federal government. In 1984, there were 2,142 bridges located on city and county jurisdiction roads and streets; 919 of them were in need of replacement, and 798 of them were in need of structural rehabilitation. The estimated cost of these repairs in 1984 was \$100 million, and in 1991 the need was estimated at \$81 million.

Roads provide a safe and convenient structure essential to the state's transportation system. A good street system plays a major role in community and economic development. The responsibility for supporting approximately 90 percent (70,000 miles) of the motor vehicle network in Montana falls on local governments. In 1984 the estimated cost for bringing the network of roads into good condition was \$8 billion, and in 1991 it was \$9.1 billion.

Airports provide a variety of public health, economic support, and public services to the state (e.g., air ambulance, business travel, mail services). The breakdown of any one airport in the network would have adverse effects on many statewide functions. In 1984, 64 out of 116 airports in the state were in need of major repairs/reconstruction and there was a need for two new airports in uncovered service areas. The estimated cost for repairs in 1991 was \$22.4 million.

Rail transportation is often tied to the economic vitality of a community. It is the most efficient bulk commodity carrier for long distances. Until the early 1980s, local governments were not responsible for rail facilities. However, due to abandonments and reductions in federal funding, local governments have been forced to assume responsibility for some of them. In 1984, there were 3,479 total rail miles in the state, 26 percent of which had been abandoned since 1979. This situation presents a major problem for some of the smaller communities. The 1991 estimated financial need in this area was \$30.3 million.

Montana's municipal bus systems serve two categories of users. First is the general public and second is the specialized, elderly or handicapped user. Responsibilities for public transportation are assumed by cities, counties, tribal governments, or special transit districts. Bus services for elderly and handicapped persons are generally provided by private, non-profit corporations that are also involved in some other type of service for the elderly and handicapped. In 1984, there were 12 public transportation systems in Montana that had needs costing about \$2.5 million. The Department of Commerce believed that local governments had the responsibility for providing half of that money. Unfortunately, local and state laws dictate mill caps that make that funding impossible for the most part. About 75 percent of the requests that



are submitted to the Department of Commerce for federal funds to purchase specialized vehicles for transporting the elderly and handicapped are denied each year. In 1991, the financial needs for a 10-year planning period were estimated at \$16 million.

#### **OTHER PUBLIC FACILITIES**

There are a number of other facilities that are constructed, operated, and maintained by local governments that contribute to the quality of life of residents of local communities that do not fit into any of the above categories. Example of these are: animal shelters, courthouses, fire stations, museums, parks, parking facilities, police stations, and fairgrounds. The task force report did not have any information on local conditions and needs for most of these facilities.

#### **JAILS**

Jails exist basically to protect the general public from real or perceived dangerous or irresponsible persons who may pose a safety threat to society. Jails are a holding facility for persons who are awaiting trial -- the official determination of whether or not they are guilty. Jail construction and operation standards are designed to protect society and to protect the constitutional rights of prisoners. In 1984, Montana had 53 county jail facilities, only one of which was meeting constitutional standards. Generally, jails are built to last 30 years, and 21 of Montana's jails were more than 30 years old. The estimated cost of bringing existing jails up to constitutional standards was in excess of \$56 million.

#### **COMMUNICATIONS AND INFORMATION**

At the time of the task force's report, communication facilities in the state had been used and thought of primarily in the area of emergency communications for police, fire, and other traditional providers of public welfare and safety. Of concern was the need to convert the low-band land mobile systems used by a minority of local governments to the high-band system used by the majority of local governments and the State, in order for the two systems to be able to communicate directly. There were no estimates of the monetary needs to make the conversion.

Libraries are an informational resource center for Montana communities. They also provide recreational and social programs. The private sector plays a limited role in supporting and funding libraries. In 1983, Congress provided funds to Montana under the Library Services and Construction Grant Program. This allocation generated requests of over \$600,000 for the construction of new buildings or to do major remodeling.

#### **SUMMARY**

In the above assessments of Montana's infrastructure, the causes of problem are very similar -- underinvestment in public facilities. The reasons for this underfunding are broad, and include affordability difficulties, local government fiscal capability, tightening federal

regulations, and shifting economic and demographic futures of local communities. The priority needs span the entire state, and encompass many arenas and local government settings.

## 2: PREVIOUS INFRASTRUCTURE PROJECTS

For the purposes of the discussion presented below, only those projects wholly, or in part, funded by CDBG are presented. Over the last 12 years, 116 projects have been awarded for infrastructure assistance. These projects, distributed throughout the state, are presented by area and year as well as funding level in Tables 82 and 83, below. Table 82 offers just the water and sewer projects and Table 83 offers the other infrastructure assisted projects. Overall, more than \$37 million has been distributed since 1982.

**TABLE 82**  
**CDBG REQUESTS FUNDED**  
**PUBLIC FACILITIES**

YEAR	RECIPIENT	TYPE	AMOUNT
1982	Big Horn County (Wyola)	Water	245,236
1982	Town of Culbertson	Water	400,000
1982	Judith Basin County (Geyser)	Sewer	102,106
1982	City of Lewistown	Sewer	343,975
1982	Madison County	Solid Waste	81,073
1982	Town of Moore	Sewer	105,169
1982	Powell County	Solid Waste	108,900
1982	Sheridan County (Antelope)	Water and Sewer	100,020
1982	Town of Winnett	Water	179,635
1983	Anaconda-Deer Lodge	Curbs and Gutters	96,034
1983	Butte-Silver Bow	Sidewalk Construction	250,000
1983	Town of Plains	Street Reconstruction	244,766
1983	Hill County	Water	500,000
1983	Town of Flaxville	Water	21,850
1983	Town of Joliet	Sewer	229,090
1983	City of Three Forks	Water	400,000
1983	Cascade County (Vaughn)	Water	362,000
1983	City of Harlem	Sewer	115,955
1983	Rosebud County (Ingomar)	Water & Sewer	166,262
1983	Anaconda-Deer Lodge County	Sewer	400,000
1984	Flathead County (Martin City)	Water	500,000
1984	Lake County (Charlo)	Water	195,015
1984	Melstone	Water	500,000
1984	Saco	Water	500,000
1984	White Sulphur Springs	Water	500,000
1984	Winnett	Water	77,437
1985	Town of Bearcreek	Sewer	400,000
1985	Town of Chester	Water	156,450
1985	City of East Helena	Water	398,335
1985	Town of Flaxville	Water	99,500
1985	Town of Hot Springs	Water	343,350
1985	Town of Kevin	Water	400,000
1985	Town of Lima	Water	400,000
1986	Town of Big Sandy	Water	350,000
1986	Cascade County (Vaughn)	Water	350,000
1986	Daniels County	Solid Waste	350,000

**TABLE 82**  
**CDBG REQUESTS FUNDED**  
**PUBLIC FACILITIES**

YEAR	RECIPIENT	TYPE	AMOUNT
1986	Town of Denton	Water	350,000
1986	Flathead County (Somers)	Water	350,000
1986	Pondera County (Brady)	Water	276,349
1986	Town of Richey	Water	158,450
1986	Sanders County (Paradise)	Water	350,000
1986	Valley County (Hinsdale)	Water	147,500
1986	Town of West Yellowstone	Water	350,000
1987	Beaverhead County (Jackson)	Water & Sewer	368,120
1987	Town of Ekalaka	Sewer	184,148
1987	Fergus County (Roy)	Sewer	179,000
1987	City of Harlem	Water	375,000
1987	Town of Hysham	Water	375,000
1987	City of Kalispell	Water	375,000
1987	Town of Melstone	Water	362,194
1987	Sheridan County (Reserve)	Sewer	77,400
1987	City of Three Forks	Water & Sewer	375,000
1988	Town of Fromberg	Sewer	140,815
1988	Town of Moore	Water	375,000
1988	Town of Sheridan	Water	375,000
1988	Sanders County (Noxon)	Water	375,000
1988	Silver Bow County (Melrose)	Sewer	370,220
1988	Town of Sunburst	Water	375,000
1988	City of Thompson Falls	Water	173,600
1988	Town of Twin Bridges	Sewer	177,025
1988	Town of Virginia City	Water	330,050
1989	Town of Big Sandy	Water	375,000
1989	Blaine County (Turner)	Sewer	86,300
1989	Flathead County (Evergreen)	Sewer	375,000
1989	Town of Flaxville	Water	236,000
1989	City of Glendive	Water	375,000
1989	Town of Joliet	Water	375,000
1989	City of Malta	Flood Control	176,000
1989	Town of Philipsburg	Water	375,000
1989	City of Polson	Water	375,000
1990	Cascade County (Sun Prairie Village)	Water	340,000
1990	Town of Dutton	Water	375,000
1990	Sanders County	Solid Waste	375,000
1991	City of Chinook	Water	305,750
1991	Town of Eureka	Storm Drainage	375,000
1991	Flathead County (Somers)	Sewer	375,000
1991	Town of Hobson	Sewer	284,463
1991	Town of Lodge Grass	Water	375,000
1991	Park County (Wilsall)	Water	335,975
1991	Town of Ryegate	Water	375,000
1992	Anaconda-Deer Lodge	Water	375,000
1992	Carbon County (Roberts)	Water	375,000
1992	Cascade County (Stockett)	Sewer	375,000
1992	City of Missoula	Sewer	50,647
1992	City of Three Forks	Water	354,000
1992	Town of Winnett	Sewer	375,000
1992	City of Townsend	Sewer	375,000
1992	Town of Winnett	Sewer	375,000



**TABLE 82**  
**CDBG REQUESTS FUNDED**  
**PUBLIC FACILITIES**

YEAR	RECIPIENT	TYPE	AMOUNT
1993	Town of Fromberg	Water	400,000
1993	Town of Ennis	Water	400,000
1993	Town of Fromberg	Water	400,000
1993	Hill County (Box Elder)	Water	322,105
1993	Mineral County (St. Regis)	Sewer	400,000
1993	Missoula County (Linda Vista)	Water	290,000
1993	City of Missoula	Sewer	375,000
1993	City of Shelby	Water	200,000
1993	Stillwater County (Reed Point)	Sewer	400,000
1994	Town of Nashua	Water	400,000
1994	Town of Whitehall	Water	325,000
1994	City of Harlem	Water	170,795
1994	City of Hamilton	Sewer	350,000
1994	City of Ronan	Sewer	400,000
1994	City of Thompson Falls	Water	400,000
1994	Town of Circle	Water	300,000
1994	Town of Terry	Sewer	400,000
1994	City of Red Lodge	Sewer	213,585
TOTAL FUNDS			32,382,649

**TABLE 83**  
**CDBG REQUESTS FUNDED**  
**OTHER NON-INFRASTRUCTURE PUBLIC FACILITIES**

YEAR	RECIPIENT	TYPE	AMOUNT
1983	Town of Alberton	Park Construction	215,000
1983	Cascade County	Community Center	249,700
1988	Missoula County	Head Start Center	133,000
1989	Carbon County	Senior Center	329,980
1989	Custer County	Mental Health Center	375,000
1990	City of Helena	Neighborhood Center	375,000
1990	Missoula County	Family Services Facility	167,500
1990	Yellowstone County (Lockwood)	Fire Station	375,000
1991	Garfield County	Health Center	375,000
1991	Hill County	Senior Center	273,000
1992	Lewis & Clark County	Shelter Home	244,550
1993	City of Lewistown	Senior Center	400,000
1993	Moagher County	Senior Center	305,000
1994	Teton County	Hospital/Nursing Home	264,213
1994	Lewis & Clark County	Mental Health	350,000
TOTAL FUNDS			4,431,943

### I.E. LOW INCOME HOUSING TAX CREDIT

The Low Income Housing Tax Credit (LIHTC) is available under Section 42 of the Internal Revenue Code of 1986. This is a federal income tax credit for owners of qualifying rental housing that meets certain low-income occupancy and rent limitation requirements.

Except for certain buildings substantially financed with tax-exempt bonds, an owner must first obtain a credit allocation from the appropriate state agency before claiming the tax credit. The amount of tax credit that may be allocated annually for housing within each state is limited to \$1.25 per resident. The Montana Board of Housing allocates the tax credit for housing located in the state.

The tax credit is available for residential rental buildings that are part of a qualifying low-income project. The rental units must be available to the general public. Residential properties that are ineligible for the credit generally include transient housing (housing initially leased for less than six months), buildings of four units or less that are occupied by the owner or a relative of the owner, dormitories, trailer parks, nursing homes, life care facilities, and retirement homes providing significant services other than housing.

The tax credit is used in conjunction with the acquisition and substantial rehabilitation or construction of qualifying residential rental housing. Gross rent for each low-income unit cannot exceed 30 percent of the applicable income ceiling. Gross rent includes that paid by the tenant, including utility costs, but excludes Section 8 or other federal rent subsidies. If the tenant pays utilities directly, the minimum rent is reduced by a utility allowance. The LIHTC Program facilitates the provision of affordable housing to the residents of Montana. Project selection criteria include projects serving low-income tenants, projects located in distressed or hard-to-develop areas, projects that meet the area's housing needs and priorities, projects serving tenant populations with special housing needs, and projects in areas with long waiting lists for assisted housing.

## **I.F. INVENTORY OF HOMELESS FACILITIES AND SERVICES**

Part of the requirements of past Comprehensive Housing Affordability Strategies, as well as the current presentation of a consolidated plan, relate to an inventory of homeless facilities. This data was first collected in 1993 via mail survey.

The *Survey of Montana's Housing Needs* was sent to a systematic sample, totaling 385 people throughout the state, taken from the FY93 CHAS mailing list. The survey requested information related to a variety of housing facilities and services throughout the state. The following tables present the reported facilities and services. This data provides an estimate of the number of emergency shelters, transitional housing for homeless persons, permanent housing for homeless persons with disabilities, and overnight sleeping capacity for each facility. Also covered are day shelters, soup kitchens, and other facilities providing assistance to homeless persons on less than an overnight basis. The nature and extent of the programs providing vouchers to assist homeless persons in obtaining shelter, meals, and other services is presented too, as is the general nature and extent of social service programs for assisting the homeless.

Since much of the data was collected via a survey instrument, and not all respondents provided specific details about all facilities and services, follow-up letters requesting further

information were sent by MDOC to the program directors. The data gathered from these follow-up letters has also been included and is presented below. All updated data has been incorporated into the Information Clearinghouse data base.

## a. INVENTORY OF FACILITIES

**TABLE 84(a)**  
**1994 INVENTORY OF FACILITIES**  
**EMERGENCY SHELTERS**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE	UNITS	CAP
Billings	Gateway House for YWCA	Mary Ann Roberts	909 Wyoming Avenue	Billings	59101		2	
Billings	Montana Rescue Mission - Women/Family/shelter	Gary Drake	2620 First Ave N, PO Box 3232	Billings	59101	269-3800	1	100
Billings	Montana Rescue Mission/Men's Shelter	Gary Drake	2822 Minnesota Ave, PO Box 3232	Billings	59101	269-3800	1	100
Billings	Residential Services Program/Mental Health Center	Michael Buchanan	1245 N 29th, PO Box 219	Billings	59101	262-5658	4	32
Billings	Tumbleweed Runaway Program	Leslie Bracy	300 N 25th Suite 104	Billings	59101-1320	269-2558		16
Billings	Yellowstone AIDS Project	Bill Geelan	3308 2nd Ave N, PO Box 1748	Billings	59101-2006	246-2029		
Billings	Youth Services Center	Jo Acton	4105 26th St, PO Box 30856	Billings	59107-0856	266-6825	6	15
Bozeman	Battered Women's Network		PO Box 752	Bozeman	59716-0752	686-4111	1	10
Bozeman	District IX Human Resource Development Council	Caren Couch	321 E Main - Suite 300	Bozeman	59716	687-4486		
Bozeman	HRDC Housing Subsidies Program	Caren Couch	Bozeman Hotel 321 East Bozeman	Bozeman	59716	687-4486		
Butte	Butte Rescue Mission	Dallas Doyle	1204 E 2 St	Butte	59701	782-0925	1	22
Butte	District XII Human Resource Development Council	Lew Baker/Mary F McLeod	700 Casey St PO Box 3486	Butte	59701	782-8886		
Butte	Gilder House	Tom Herzog/Barbara Mueske	2460 Kossuth	Butte	59701	723-7104	1	
Butte	McDonald's Family Place	Gail Barney	207 S Excelsior	Butte	59701	782-0353	1	10
Butte	Safe Space For Battered Women		PO Box 594	Butte	59701	782-2111		12
Butte	Silver House	Barbara Mueske	106 W Broadway	Butte	59701	723-4033	2	14
Glendive	Action for Eastern Montana	Vicki Lapp	111 W Bell	Glendive	59330	366-3364		
Glendive	Spouse Abuse Program		PO Box 506	Glendive	59330	366-6477		
Great Falls	Children's Receiving Home	Lori McAdam	PO Box 1061	Great Falls	59403	727-4842	1	12
Great Falls	Great Falls Rescue Mission	Joe Thompson	326 2nd Ave S PO Box 127	Great Falls	59403-0127	761-2653		40
Great Falls	Mercy Home	Linda Franz	PO Box 886	Great Falls	59403-0886	452-1316	1	25
Great Falls	Opportunities Inc.	JoAnne McLean	906 1st Ave N	Great Falls	59401	761-0310	297	
Great Falls	Rescue Mission		326 2nd Ave S	Great Falls	59401	761-2653		
Great Falls	Runaway Attention Home	Jean Corrigan	618 3rd Ave N PO Box 506	Great Falls	59403	452-7672	1	9
Great Falls	Salvation Army Hospitality House	Bill Loy	317 2nd Ave S PO Box 2585	Great Falls	59403	727-9611	1	34
Hamilton	Haven House		116 State St PO Box 1343	Hamilton	59840	363-2450		
Hamilton	Ravalli County Ministerial Association	Rev Stephen D VanGilder	171 Lewis Ln	Hamilton	59840	363-2964		
Hamilton	Supporters of Abuse Free Environments, Inc.	Catherine Bargas	PO Box 534	Hamilton	59840	363-2793	3	
Havre	Haven	Yvonne Cottrel	PO Box 1509	Havre	59501	265-6743	1	
Havre	Salvation Army	Cpt Chris Giffey-Brohaugh	605 2nd	Havre	59301	265-6411		
Havre	St Jude	Sister Judith Maender	438 7th Ave	Havre	59501	265-6723	1	10
Helena	God's Love		533 N Main	Helena	59601	442-7000		30
Helena	Mental Health Services, Inc. - Region IV	Stuart Klein	512 Logan	Helena	59601	442-0640		
Helena	Montana House	Linda Wagner	422 N Last Chance Gulch	Helena	59601	449-2599	1	8
Helena	Salvation Army	Laurie Kirk, Jr.	1531 National PO Box 504	Helena	59624	442-4032		
Kalispell	Rose Briar Inn	Bill Davison	24 1st Ave W	Kalispell	59901	762-1447	35	80
Kalispell	Salvation Army	Major James R Goodwin	204 7th Ave W	Kalispell	59901	257-4387		



**TABLE 84(a)**  
**1994 INVENTORY OF FACILITIES**  
**EMERGENCY SHELTERS**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE	UNITS	CAP
Kalispell	Samaritan House	Sister June	140 9th Ave W	Kalispell	59901		9	44
Lewistown	District VI Human Resource Development Council	Jeannette Park	Suite 203 Centennial Pl	Lewistown	59467	538-7488		
Lewistown	Ministerial Association	Pastor Earl Evans	512 W Broadway	Lewistown	59457	638-8765		
Libby	County Indigency Office		418 Mineral Ave	Libby	59923	293-7781		
Libby	Lincoln County Champion Group Home	Carol Stratemeyer	83 Collins Ave PO Box 716	Libby	59923	293-9193	1	8
Libby	Ministerial Association	Tip Hartwood	105 E Cedar	Libby	59923	293-6556		
Libby	Salvation Army	Laura	Lincoln Co. Sheriff Dept, 512 California Ave	Libby	59923	293-7781		
Libby	Women's Help Line	Carol	PO Box 2	Libby	59923	293-3223		8
Livingston	Counterpoint Group Home		116 E Lewis	Livingston	59047	222-2472	2	16
Livingston	Main Hotel	Marcia E Beck	130 North F St	Livingston	59047	222-8103	8	42
Miles City	Eastern MT Community Mental Health Center	Linda Holom	2607 Main PO Box 639	Miles City	59301	232-1868	1	20
Missoula	Opportunities, Inc	Ken Brown	2821 Russell	Missoula	59801	721-2930	5	48
Missoula	Poverello Center	Ann Kovis	636 Ryman PO Box 7644	Missoula	59807	728-1809	1	45
Missoula	Salvation Army	Nancy D'Connell	339 W Broadway	Missoula	59802	549-0710		
Missoula	YWCA Domestic Violence Assistance Center	Kelly Slattery-Robinson	1130 W Broadway	Missoula	59802	542-1944	1	17
Plentywood	Crisis Center for Domestic & Sexual Abuse	Mary Petersen	PO Box 68	Plentywood	59264	766-2330		
Polson	Crisis Center	Lucille	PO Box 1168	Polson	59860	883-3350		
Polson	Safe Harbour		PO Box 42	Polson	59860	883-6221	1	
Poplar	New Life Mission	Mike Boyd	PO Box 1597	Poplar	59266	768-3695	1	16
Sidney	Matthew's House	Debbie McQuiston	1016 13 SW	Sidney	59270	482-4864	6	12
Sidney	Richland Co. Coalition Against Domestic Violence		PO Box 822	Sidney	59270	482-7421		
Sidney	Salvation Army	Bob Burnison	110 Second Ave NW	Sidney	59270	482-2210		
St. Regis	Little River Motel			St. Regis	59866	649-2713	20	
St. Regis	Salvation Army	DM Durland	PO Box 43	St. Regis	59866	649-2330		
Superior	District XI Human Resource Development Council	Rose Duncan	Courthouse	Superior	59872	822-4261		
Superior	Sheriff/FEMA			Superior	59872			
Wolf Point	Ministerial Association	Father Steve Zabrocki	PO Box 282	Wolf Point	59201	653-2610		
Wolf Point	Salvation Army	Joann Forness	HC33 Box 5035	Wolf Point	59201	653-2492		

**TABLE 84(b)**  
**1994 INVENTORY OF FACILITIES**  
**TRANSITIONAL HOUSING**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE	UNITS	CAP
Anaconda	Anaconda Housing Authority		10 Main St	Anaconda	59711-1350	663-2921	170	
Billings	Alternatives Inc.		3109 1 Ave N	Billings	59101	269-9695		74
Billings	Dept of Family Services/ Transitional Center		1104 Sunnyside Lane	Billings	59101	262-9338	7	7
Billings	Horizon Home	Sally McGovern	4105 26th St PO Box 35500-207	Billings	59101		1	8
Billings	Mental Health Center - Region III	Bob Ross	1245 N 29th St PO Box 219	Billings	59103	262-6658		
Billings	Montana Rescue Mission Women/Family Shelter	Gary Drake	2520 First Ave N PO Box 3232	Billings	59101	269-3800	1	100
Billings	Montana Rescue Mission/ Men's Shelter	Gary Drake	2822 Minnesota Ave PO Box 3232	Billings	59101	269-3800	1	100
Billings	Residential Services Program/ Mental Health Center	Michael Buchanan	1246 N 29th PO Box 219	Billings	59101	262-6658	4	32
Billings	Ronald McDonald House of Montana	Connie Grammens	1144 N 30th St	Billings	59101	266-8006	9	
Billings	Yellowstone Treatment Centers	Loren L. Soft	1732 S 72nd St	Billings	59101	666-3001	8	104
Bozeman	District IX Human Resource Development Council	Caren Couch	321 E Main - Suite 300	Bozeman	59716	687-4486		
Bozeman	HRDC Housing Subsidies Program	Caren Couch	Bozeman Hotel 321 East Bozeman	Bozeman	59716	687-4486		

**TABLE 84(b)**  
**1994 INVENTORY OF FACILITIES**  
**TRANSITIONAL HOUSING**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE	UNITS	CAP
Anaconda	Anaconda Housing Authority		10 Main St	Anaconda	59711-1350	563-2921	170	
Bozeman	Rocky Mountain Horizons Mental Health Services	Joni Patterson-Croskey	211 N Grand	Bozeman	59715	586-4090		
Butte	District XII Human Resource Development Council	Lew Baker/Mary F. McLeod	700 Casey St	Butte	59701	782-8886		
Butte	Homeward Bound	Gert Oowney	PO Box 3486 700 Casey St	Butte	59701	782-7200		40
Butte	Silver House	Barbara Mueske	106 W Broadway	Butte	59701	723-4033	2	14
Chinook	Thackeray's Corner Apartments	May Thackeray	200 Pennsylvania	Chinook	59523	367-3214	9	
Great Falls	Golden Triangle Community Mental Health Center	Linda Hatch	Holiday Village Mall PO Box 3089	Great Falls	59403	761-2100		
Great Falls	Great Falls Pre-Release Services Inc	Richard O. Keen	1019 15 St N	Great Falls	59401	727-0944		
Great Falls	Missouri River Youth Home	Jim Hughes	PO Box 3066	Great Falls	59403	761-2135	1	8
Great Falls	Opportunity House	Curt Campbell	PO Box 2289	Great Falls	59403	761-0310	1	8
Great Falls	Passages	Gary Lewis	704 5th Ave N	Great Falls	59401	761-2104	5	
Great Falls	Salvation Army Hospitality House	Bill Loy	317 2nd Ave S PO Box 25B5	Great Falls	59403	727-9611	1	34
Great Falls	Youth Evaluation Program	Terri Young	4212 3rd Ave S	Great Falls	59401	452-1792	1	8
Havre	Haven	Yvonne Cottrel	PO Box 1509	Havre	59501	265-6743	1	
Havre	Northern Montana Chemical Dependency	Sharon Flores	PO Box 750	Havre	59501	266-9665	1	21
Helena	Florence Crittenton	Kathleen Harrington	846 5th Ave	Helena	59601	442-6950	1	17
Helena	Friendship Center	Matthew Dale	1503 Gallatin	Helena	59601	442-6800		9
Helena	YWCA	Chuck Olson	501 N Park Ave	Helena	59601	442-8774		29
Kalispell	Faith Works, Inc.	John Kestell/Bill Davison	24 1st Ave W PO Box 261	Kalispell	59903	752-5803	17	12
Kalispell	Harbinger House	Candace Butler	501 3rd Ave E	Kalispell	59901	257-7571	1	8
Kalispell	NW Montana Human Resources, Inc.	Judy Filler	PO Box 8300	Kalispell	59101	752-6565	12	26
Kalispell	Rose Briar Inn	Bill Davison	24 1st Ave W	Kalispell	59901	752-1447	35	80
Kalispell	Safe House	Candace Butler	1740 Hwy 93 S	Kalispell	59901	257-1336	1	6
Kalispell	Salvation Army	Major James R Goodwin	204 7th Ave W	Kalispell	59901	257-4387		
Kalispell	Samaritan House	Sister June	140 9th Ave W	Kalispell	59901		9	44
Libby	Lincoln County Champion Group Home	Carol Stratemeyer	83 Collins Ave PO Box 716	Libby	59923	293-9193	1	8
Miles City	Clark Street Inn	Linda S. Holom	2607 Main St	Miles City	59301	232-1856	1	
Miles City	Eastern MT Community Mental Health Center	Linda Holom	2607 Main PO Box 639	Miles City	59301	232-1856	1	20
Miles City	Eastern MT Community Mental Health Center	Frank Lane	2508 Wilson PO Box 1530	Miles City	59301	232-0234		
Missoula	Eddy House	Robin Miller	504 Eddy Ave	Missoula	59801	728-8003	1	8
Missoula	Mat-a-dor Apartments		707 SW Higgins Apt 214	Missoula	59801	728-7333	50	
Missoula	Opportunities Inc.	Ken Brown	2821 Russell	Missoula	59801	721-2930	5	48
Missoula	Western Montana Mental Health Center	Paul Meyer	T-9 Fort Missoula	Missoula	59801-7298	728-6817		
Missoula	YWCA/Odyssey Transitional Housing Prog		1130 W Broadway	Missoula	59802	543-6691	6	18
Plentywood	Glenwood Transitional Living		202 E 1 Ave	Plentywood	59254	765-2040	2	10
Sidney	Matthew's House	Debbie McQuiston	1016 13 SW	Sidney	59270	482-4864	6	12
Stevensville	Genesis House	Jean Ballou	PO Box 350	Stevensville	59870	728-6817	1	

**TABLE 84(c)**  
**1994 INVENTORY OF FACILITIES**  
**MULTIFAMILY HOUSING**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE	UNITS	CAP
Absarokee	Homestead Lodge	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	657-6297	32	
Anaconda	Anaconda Housing Authority		10 Main St PO Box 1350	Anaconda	59711-1350	563-2921	170	
Anaconda	Hearthstone	Fred McDonald	400 Oak St	Anaconda	59711	563-5232	100	

**TABLE 84(c)**  
**1994 INVENTORY OF FACILITIES**  
**MULTIFAMILY HOUSING**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE	UNITS	CAP
Ashland	Cheyenne Village	Tara McCullough	St Labre Mission PO Box 421	Ashland	59003	784-2226	40	
Ashland	Valley Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	657-8297	6	
Augusta	Elk Creek Lodge	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	8	
Baker	Fallon Village	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	12	
Baker	Prairie Manor Apts		Montana Ave	Baker	59313	778-2936	15	30
Belgrade	Big Sky Villa	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	657-6297	24	
Belgrade	Centennial Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	657-6297	10	
Belgrade	Colorado Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	657-6297	8	
Belt	Golden Valley Homes	Ed Nevala	214 Belt Creek Rd	Belt	59412	277-3272	22	22
Big Sandy	Centennial Lodge	RECDS District IV	Westgate Mall PO Box 5061	Great Falls	59403	761-4077	12	
Big Timber	Stock Street Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	657-6297	8	
Big Timber	Sweet Grass Village	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	657-6297	24	
Bigfork	Crestview Apartments	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	16	
Billings	Big Sky Apartments	Mr. Bennett	720 N 18th St	Billings	59101	245-3989	80	
Billings	Bunting Subdivision	Housing Auth of Billings	2415 First Ave N	Billings	59101	245-6391	50	
Billings	Eagles Nest	Housing Auth of Billings	2415 First Ave N	Billings	59101	245-6391	36	
Billings	Frazer Towers	Art/Karen	715 S 28th St	Billings	59101	252-3311	64	
Billings	Guadalupe Gardens	Mary Lench	Apt 14 540 S 28th St	Billings	59101	252-7823	20	
Billings	Housing Authority of Billings	Lucy Brown	2415 1st Ave N	Billings	59101	245-6391	368	
Billings	Phyllis Circle	Housing Auth of Billings	2415 First Ave N	Billings	59101	245-6391	30	
Billings	Pleasant View Apartments	S. Lewis	825 Ave D	Billings	59101	248-4111	101	
Billings	Ponderosa Acres	Ginny	1301 Industrial	Billings	59101	245-3197	121	
Billings	Prairie Towers	Gary/Jay	725 N 25th St	Billings	59101	248-3377	109	
Billings	Rose Park Plaza	Neal/Sharon	2325 Ave C	Billings	59101	652-1335	112	
Billings	Sage Towers	Mr. Corey	115 N 24th St	Billings	59101	248-1060	111	
Billings	South Forty	Ron/Lenore	769 Fallow Ln	Billings	59101	656-3950	101	
Billings	South Park Apartments	Housing Auth of Billings	2415 First Ave N	Billings	59101	245-6391	40	
Billings	St. John's Lutheran Retirement Home		3940 Rimrock Rd	Billings	59101	656-2710	117	
Billings	St. Johns	Housing Auth of Billings	2415 First Ave N	Billings	59101	245-6391	20	
Billings	Western View Apartments	Lynn	2604 Phyllis Ln	Billings	59101	656-7194	84	
Billings	Woody Subdivision	Housing Auth of Billings	2415 First Ave N	Billings	59101	245-6391	40	
Boulder	Big Boulder Apts	Orville Willett	501 E 4th St	Boulder	59632	226-3712	35	75
Bozeman	Darlington Manor		600 N 5th St	Bozeman	59715	587-2981	100	
Bozeman	Gallatin Manor		1806 W Beall	Bozeman	59715	587-1591	64	
Bozeman	Greenwood Plaza		802 N Grand	Bozeman	59715	587-3921	50	
Bozeman	Legion Villa	Una Mae Schlack	1215 W Durston	Bozeman	59715	587-7612	60	72
Bridger	Campbell Courts	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	657-6297	18	
Broadus	Evergreen Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	657-6297	8	
Browning	Blackfeet HOME Program	Scott Sherburne	Duck Lake Rd & Star School PO Box 640	Browning	59417	338-2212	100	
Browning	Blackfeet Indian Housing Authority	Rodney Gervais	PO Box 790	Browning	59417	338-5031	1107	
Butte	Butte Housing Authority	Ernest Burby	Curtis & Arizona Sts	Butte	59701	782-6461	344	580
Butte	Columbus Plaza	Michael J Courtney	1515 Oregon Ave	Butte	59701	782-0090	138	
Butte	Elm Street Project	Ernest R. Burby	Butte Public Housing Auth 1600 Elm St	Butte	59701	782-6461	35	102
Butte	Highland View Manor	Michael J. Courtney	1515 Oregon Ave	Butte	59701	782-0090	60	
Butte	Leggatt Apartments	Ernest R. Burby	Butte Public Housing Auth 50 W Broadway	Butte	59701	782-6461	30	60
Butte	Legion Oasis		3400 Hill Ave	Butte	59701	494-3400	160	
Butte	New Hope Apartments		701 Hobson	Butte	59701	494-8373	9	



**TABLE 84(c)**  
**1994 INVENTORY OF FACILITIES**  
**MULTIFAMILY HOUSING**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE	UNITS	CAP
Butte	Rosalie Manor	Ernest R. Burby	Butte Public Housing Auth Front & Main Streets	Butte	69701	782-6461	66	
Butte	Silver Bow Homes	Ernest R Burby	Butte Public Housing Auth Curtis & Arizona Sts	Butte	69701	782-6461	212	580
Butte	Silver Bow Village	Bill Defferding	910 Evans	Butte	69701	494-1803	60	
Butte	Sunset Silver Bow Apartments		2826 Farragut	Butte	69701	494-7038	66	
Cascade	Quiet Day Manor	Harold & Rose Pipinich	200 4th Ave N	Cascade	69421	468-9369	20	
Chester	Prairie Homes	Rodney Keith	Hwy 223 PO Box 219	Chester	69622	769-6244	10	
Chester	Sweetgrass Lodge	Shirley Peck	603 1st W	Chester	69622	769-5400	40	
Chinook	Grande Villa	Edythe F. Zschoche	301 Pennsylvania PO Box 729	Chinook	69523	357-2809	41	
Chinook	Hillcrest Apartments	Dick King	126 Ohio St	Chinook	69523	367-3770	12	32
Chinook	Thackeray's Corner Apartments	May Thackeray	200 Pennsylvania	Chinook	69523	367-3214	9	
Choteau	Choteau Transitional Living	RECDS District IV	Westgate Mall PO Box 6061	Great Falls	69403	761-4077	6	
Choteau	Skyline Lodge		424 7th Ave NW RR 2, Box 62	Choteau	69422	466-2062	60	80
Choteau	Sunset Court Apartments	Bernice Calvert	PO Box 921	Choteau	69422	466-2609	16	
Clyde Park	Cottonwood	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	69102	667-6297	10	
Columbia Falls	Columbia Arms	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	12	
Columbia Falls	Columbia Villa Apartments		700 7th St W	Columbia Falls	69912	892-4662	36	
Columbia Falls	Mountain View Court I	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	24	
Columbia Falls	Mountain View Court II	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	8	
Columbus	Columbus Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	69102	667-6297	8	
Columbus	Sage Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	69102	667-6297	12	
Conrad	Horizon Lodge	Stephen Stanley	701 S Wisconsin St	Conrad	69426	278-3233	84	
Conrad	Missile Court	RECDS District IV	Westgate Mall PO Box 6061	Great Falls	69403	761-4077	24	
Corvallis	Meadow Brook Court		221 Willow Creek Rd	Corvallis	69828	363-1373	12	
Corvallis	Willow Creek Apartments	Corner Stone Realty	233 Willow Creek Rd	Corvallis	69828	363-3000	4	
Culbertson	Culbertson Senior Housing	RECDS District III	98 Hwy 2 E	Glasgow	69230	228-4226	8	
Culbertson	Lake Apartments	Clint Jacobs	Box 614	Culbertson	69218	787-6866	4	
Culbertson	Yellowstone I	RECDS District III	98 Hwy 2 E	Glasgow	69230	228-4226	8	
Cut Bank	Cut Bank Hotel Apartments	Buster Rutten	27 W Main St	Cut Bank	69427	873-4493	20	
Cut Bank	Cut Bank Villas	Jim Hayes	33 First Ave SE	Cut Bank	69427	873-6266	19	42
Cut Bank	Glacier Ridge	Diane Fugle	620 2nd St. SE	Cut Bank	69427	873-6271	36	
Cut Bank	Hilltop		229 2nd Ave SE	Cut Bank	69427	873-4073	42	
Darby	Darby Apartments	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	8	
Deer Lodge	Deer Lodge Apartments	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	24	
Deer Lodge	La Vatta Villa		714 Milwaukee Ave	Deer Lodge	69722	846-2803	24	
Deer Lodge	Meadow (The)	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	9	
Dillon	Beaverhead Villa		400 N Idaho	Dillon	69726	683-6428	42	
Dillon	Bicentennial Apartments	David Leap	76 W Center	Dillon	69726	683-2727	60	
Dillon	Brookside Villa	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	24	
Dillon	Labor Housing	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	1	
Dutton	Sunshine Trail	RECDS District IV	Westgate Mall PO Box 6061	Great Falls	69403	761-4077	10	
East Helena	East Helena Apartments	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	16	
East Helena	Eastgate Apartments	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	24	
Ekalaka	Carter Manor Center	Andy Kortum	Main Street	Ekalaka	69324	776-6473	12	24
Ennis	Velley Apartments	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	12	
Eureka	Ksanka View Court I	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	16	
Eureka	Ksanka View Court II	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	8	
Fairfield	Fair-Mont	RECDS District IV	Westgate Mall PO Box 6061	Great Falls	69403	761-4077	8	
Fairfield	Teton Court	RECDS District IV	Westgate Mall PO Box 6061	Great Falls	69403	761-4077	12	
Fairview	Fairview Apartments	RECDS District III	98 Hwy 2 E	Glasgow	69230	228-4226	11	

**TABLE 84(c)**  
**1994 INVENTORY OF FACILITIES**  
**MULTIFAMILY HOUSING**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE	UNITS	CAP
Fairview	Fairview Senior Citizen Apartments	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	8	
Fairview	Fairview Senior Citizen Apartments II	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	8	
Fallon	Schwartz Apartments		5th Whittier Ave	Fallon	59326	637-6896	4	
Forsyth	Rosebud Village	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	24	
Forsyth	Rosebud Village II	RECDS District II	Bldg A Suite 8 1629 Ave D	Billings	59102	667-6297	24	
Fort Benton	Canyon Villas	RECDS District IV	Westgate Mall PO Box 5061	Great Falls	59403	761-4077	10	
Fort Benton	Sunrise Bluff Estates		711 21st St	Fort Benton	59442	622-6443	60	
Froid	Smiths Apartments		Froid 4-Plex	Froid	59226	766-1081	4	
Gardiner	Parkview Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	16	
Glasgow	Mitchell Group	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	6	
Glasgow	Nemont Manor	Sam Allie	1100 4th Ave S	Glasgow	59230	228-4306	100	
Glasgow	Rustic Valley Apartments	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	8	
Glasgow	TLC Complex	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	8	
Glasgow	Valley Court	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	12	
Glendive	Glendive 8-Plex	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	8	
Glendive	Prairie West Apartments	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	24	
Glendive	Schwartz Apartments	Leona Sell	218 2nd St	Glendive	59330	366-8213	4	
Great Falls	Aspen Village	Ed Walters	3010 11th Ave S	Great Falls	59401	761-4770	60	
Great Falls	Austin Hall	Kevin Hager	Great Falls Housing Auth 1600 6th Ave S	Great Falls	59406	463-4311	34	
Great Falls	Broadview Manor		710 Fourth St NW	Great Falls	59401	761-0372	20	
Great Falls	Centennial Village		617 Third Ave NW	Great Falls	59401	761-0372	48	
Great Falls	Downtownner	Nina Compher	100 Central Ave	Great Falls	59401	761-1444	26	111
Great Falls	Eagles Manor	Judy Lindquist	9th St and 16th Ave S	Great Falls	59401	463-6621	141	
Great Falls	Elmwoods	Virginia Elifeo	611 Fourth Ave S	Great Falls	59401	463-6621	18	
Great Falls	Grandview Plaza	Eldon Collins	1317 7th St S	Great Falls	59401	727-6788	97	
Great Falls	Great Falls Housing Authority	Kevin Hager	1600 6th Ave S	Great Falls	59406	463-4311	490	
Great Falls	Holiday West Apartments		1320 Ninth St S	Great Falls	59401	761-0372	48	
Great Falls	Parkdale	Kevin Hager	Great Falls Housing Auth 1600 6th Ave S	Great Falls	59406	463-4311	366	
Great Falls	Parkview Apartments	Darlene	606 Fifth Ave NW	Great Falls	59401	464-2011	84	
Great Falls	Rainbow House		626 13th Ave S	Great Falls	59401	761-0372	40	
Great Falls	Russell	Kevin Hager	Great Falls Housing Auth 1600 6th Ave S	Great Falls	59406	463-4311	20	
Great Falls	Soroptimist Village	Richard Sullivan	2400 13th Ave S	Great Falls	59401	462-3766	60	72
Great Falls	Sunrise	Kevin Hager	Great Falls Housing Auth 1600 6th Ave S	Great Falls	59406	463-4311	60	
Great Falls	Sunshine Village		600 13th Ave S	Great Falls	59401	761-0372	111	
Great Falls	Vista Villa Apts	Pat	100 7th St S	Great Falls	59401	462-9621	96	
Great Falls	Yoeman-Tynes	Kevin Hager	Great Falls Housing Auth 1600 6th Ave S	Great Falls	59406	463-4311	30	
Hamilton	Bitterroot Manor	Ben Stearna	401 N 10th St	Hamilton	59840	363-6698	60	
Hamilton	Discovery Care Center	Patricia Sjolie	601 N Tenth	Hamilton	59840	363-2273		20
Hamilton	Marcus Daly Apartments	Cardinal	216 S 4th St	Hamilton	59840	363-4430		
Hamilton	Parkside Apartments	Joan or Allan Ponton	121 State St	Hamilton	59840	363-4666	24	
Hamilton	Sapphire Homes, Inc.	Lyn McKer	601 N Tenth	Hamilton	59840	363-2800	24	66
Hamilton	Sapphire Lutheran Homes	Lyn McKer	601 N Tenth	Hamilton	59840	363-2800	40	80
Hamilton	Terrace Apartments	RECDS District I	6116 Hwy 93 S	Missoula	59801	261-6047	20	
Hamilton	Valley Villas	Paradise Property Mgmt	819 River St	Hamilton	59840	363-2978	24	
Hardin	Frontier Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	24	
Hardin	Hardin Apartments I	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	24	
Hardin	Hardin Apartments II	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	16	
Harlem	Harlem Pioneer	RFCDS District IV	Westgate Mall PO Box 5061	Great Falls	59403	761-4077	8	

**TABLE 84(c)**  
**1994 INVENTORY OF FACILITIES**  
**MULTIFAMILY HOUSING**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE	UNITS	CAP
Harlowton	Harlowton Apartments	RECDS District IV	Westgate Mall PO Box 5061	Great Falls	59403	761-4077	12	
Havre	Havre Eagles Manor		20 3rd St W	Havre	59501	265-5631	100	
Havre	Heritage Village	RECDS District IV	Westgate Mall PO Box 5061	Great Falls	59403	761-4077	12	
Havre	Highland Manor	RECDS District IV	Westgate Mall PO Box 5061	Great Falls	59403	761-4077	16	8
Havre	Hillview Apartments	Carol Stein	1280 Tenth St W	Havre	59501	265-9441	52	
Havre	Oakwood Village	Tammy Charpentier	1915 1st NE PO Box 2106	Havre	59501	265-2576	60	
Havre	Surrey Court	RECDS District IV	Westgate Mall PO Box 5061	Great Falls	59403	761-4077	8	
Helena	Almanor	Karen Beyl	1416 Missoula Ave	Helena	59601	442-8218	60	
Helena	Broadwater Village		1427 Broadwater Circle	Helena	59601	442-2429	92	6
Helena	Cannon Springs		1600 Cannon St	Helena	59601	643-0686	36	
Helena	Eagles Manor #2	Ron & Barb Mortimore	720 Washington St	Helena	59601	442-0610	54	63
Helena	Helena Housing Authority		812 Abbey	Helena	59601	442-7970	366	
Helena	Helena Manor	Larry Maddock	2116 Missoula	Helena	59601	442-8840	73	
Helena	Helena Manor Addition	Larry Maddock	2116 Missoula	Helena	59601	442-8840	20	
Helena	Helena Springs		1622 Cannon St	Helena	59601	643-0696	24	
Helena	Neighborhood Center	Rocky Mtn Dev Council	201 S Main	Helena	59601	442-1662	30	
Helena	Penkay Eagles Manor	Ron & Barb Mortimore	715 Fee St	Helena	59601	442-0610	66	81
Helena	Serendipity Apartments	Jack Spitzer	Power Block West 15 W Sixth Ave	Helena	59601	443-0668	24	
Helena	Sunset Capital Apartments	Thomasina Riddle	520 Logan	Helena	59601	442-2970	118	
Helena	Tower Hill Apartments	Marty Mahan	20 S Ewing	Helena	59601	443-2311	50	
Hinsdale	Kirkwood Apartments	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	4	
Hysham	Treasure Village	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	12	
Joliet	Pleasant View Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	12	
Jordan	Big Dry Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	4	
Kalispell	Ashley Creek Courts	RECDS District I	5116 Hwy 93 S	Missoula	59801	251-6047	22	
Kalispell	Ashley Creek Courts II	RECDS District I	5116 Hwy 93 S	Missoula	59801	251-6047	16	
Kalispell	Ashley Creek Courts III	RECDS District I	5116 Hwy 93 S	Missoula	59801	251-6047	10	
Kalispell	Ashley Creek Courts IV	RECDS District I	5116 Hwy 93 S	Missoula	59801	251-6047	6	
Kalispell	Big Sky Manor		420 Liberty St	Kalispell	59901	755-7549	60	
Kalispell	El Dorita Village		420 Liberty St	Kalispell	59901	752-7884	36	
Kalispell	Elms	Beverly Hubbard	330 3rd Ave W PO Box 1040	Kalispell	59903	257-9069	60	
Kalispell	Elms II	RECDS District I	5116 Hwy 93 S	Missoula	59801	251-6047	18	
Kalispell	Gateway Village	RECDS District I	5116 Hwy 93 S	Missoula	59801	251-6047	57	
Kalispell	Glacier Manor		506 First Ave W	Kalispell	59901	755-7549	61	122
Kalispell	Kalispell Senior Apartments	Linda Stugelmeyer	320 Two Mile Dr	Kalispell	59901	756-0360	40	
Kalispell	Timber Hills	Kim Stahlberg	PO Box 7084	Kalispell	59901	752-6028	20	
Kalispell	Treasure State	RECDS District I	5116 Hwy 93 S	Missoula	59801	251-6047	38	
Kalispell	Treasure State Plaza		600 Liberty St	Kalispell	59901	755-7549	38	76
Kalispell	Two-Mile Vista Apartments	Deanna McCormich	486 Two Mile Dr.	Kalispell	59901	752-6112	42	
Kalispell	Valley View		400 Liberty St	Kalispell	59901	752-1546	62	
Kevin	Ridgecrest Manor	RECDS District IV	Westgate Mall PO Box 5061	Great Falls	59403	761-4077	8	
Lame Deer	Northern Cheyenne Housing Authority	Gene Sandwick	PO Box 327	Lame Deer	59043	477-8271	462	
Laurel	Frontier Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	24	
Laurel	Labor Housing	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	1	
Laurel	Laurel Gardens		313 8th Ave S	Laurel	59044	628-8128	30	60
Laurel	Spruce Grove Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	23	
Laurel	Spruce Grove II Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	27	
Lewistown	Lewistown Apartments	Maureen Snapp	311 McKinley	Lewistown	59457	538-2211	24	
Lewistown	Lewistown Eagles Manor		211 W Janeaux	Lewistown	59457	538-3230	73	



**TABLE 84(c)**  
**1994 INVENTORY OF FACILITIES**  
**MULTIFAMILY HOUSING**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE	UNITS	CAP
Lewistown	Meadows Apartments	Glenda	603 Brassey Apt 37	Lewistown	59457	538-8632	36	
Lewistown	Pine Crest/Boulevard	Jeannett Park	300 First Ave N Suite 203	Lewistown	59457	538-7488	18	
Libby	Green Meadow Manor		403 Idaho St	Libby	59923	293-5661	34	
Libby	Libby Plaza I	RECDS District I	5115 Hwy 93 S	Missoula	59801	261-6047	24	
Libby	Libby Plaza II		711 Commerce Way PO Box 692	Libby	59823	293-3346	30	
Libby	Treasure Manor	Lloyd Moe	610 Treasure Ave Apt 29-C	Libby	59923	293-8624	32	42
Livingston	Miles Building	Josephine Oakley	107 S 2nd St	Livingston	59047	222-3644	40	
Livingston	Mountain View Village	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	24	
Livingston	Sherwood Inn	Shirley Bortz	326 Main St	Livingston	59047	262-3907	60	
Malta	Cedar View Apartments	Ruby Bushman	543 S Third W Apt 8	Malta	59638	664-1029	32	
Malta	Heritage Manor	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	20	
Malta	Phillips Village	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	16	
Manhattan	Gallantana Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	16	
Manhattan	Manhattan Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	6	
Medicine Lake	Lake Apartments	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	4	
Miles City	Custer Villa	Richard Beehler	210 Arrowhead Ln Apt D1	Miles City	59301	232-7756	32	
Miles City	Custer Village	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	16	
Miles City	Miles City Eagles Manor	Lonetta Lesh	1000 Palmer	Miles City	59301	232-6320	100	118
Missoula	Camelot		520 W Spruce	Missoula	59802	728-8624	76	
Missoula	Clark Fork Manor		301 W Front	Missoula	59802	721-2439	134	140
Missoula	Council Groves Apartments		1904 S 3rd St W	Missoula	59901	642-2922	72	
Missoula	Eagle Watch Estates ASI	Kathy Dutton	500 W Broadway	Missoula	59802	649-3892	24	
Missoula	Grandview Place		150 Grandview Way	Missoula	59803	261-3080	48	
Missoula	Mat-a-dor Apartments		707 SW Higgins Apt 214	Missoula	59801	728-7333	60	
Missoula	Missoula Housing Authority		1319 E Broadway	Missoula	59802	649-4113	626	
Missoula	Missoula Manor		909 W Central	Missoula	59801	728-3210	163	
Missoula	Parkside Village		3602 Stephens	Missoula	59801	728-7677	106	
Missoula	Sentinel Village		1111 McDonald Ave	Missoula	59801	642-2901	60	
Phillipsburg	Pioneer Court	RECDS District I	5115 Hwy 93 S	Missoula	59801	261-6047	16	
Plains	Clark Fork Apartments	RECDS District I	5115 Hwy 93 S	Missoula	59801	261-6047	8	
Plains	Hillside Apartments	RECDS District I	5115 Hwy 93 S	Missoula	59801	261-6047	9	
Plentywood	Alta Vista Apartments	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	16	
Plentywood	Froid 4-Plex	Gary D Erickson	112 E Railroad Ave	Plentywood	59264		4	
Plentywood	Mer Chan Apartments		314 S Jefferson St	Plentywood	59264	766-1726	12	
Plentywood	Montana Pioneer Manor	Harold DeSilva	North Sheridan	Plentywood	59264	766-1400	41	41
Plentywood	Sheridan Arms	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	8	
Polson	Cherry Hill Village	Margory Tibbets	400 Cherry Hill Ct	Polson	59860	883-3978	64	
Polson	Cherry Hill Village North	Marjory Tibbetts	400 Cherry Hill Ct	Polson	59860	883-3978	28	
Polson	Lakeview Villa	James Weldon	401 Tenth Ave W Apt 1058	Polson	59860	883-4813	22	
Polson	Lakeview Village	Ellen Courville	PO Box 1322	Polson	59860	883-2222	40	80
Red Lodge	Campbell Courts	Lewy Evans Jr.	602 S 4th St PO Box 497	Red Lodge	59068	446-1463	18	
Red Lodge	Frontier Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	24	
Red Lodge	Red Lodge Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	24	
Riohey	Prairie Manor	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	8	
Ronan	Maxwell Apartments	RECDS District I	5115 Hwy 93 S	Missoula	59801	261-6047	21	
Ronan	Ronan Housing Authority	Billie Lee	PO Box 128	Ronan	59864	676-5900	2	
Roundup	Homes On The Range		902 3rd St E	Roundup	59072	323-1291	60	
Roundup	Tri-County I Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	667-6297	8	

**TABLE 84(c)**  
**1994 INVENTORY OF FACILITIES**  
**MULTIFAMILY HOUSING**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE	UNITS	CAP
Roundup	Tri-County II Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	867-6297	18	
Savage	Oak Manor I	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	4	
Scobey	Henderson Apartments I	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	8	
Scobey	Henderson Apartments II	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	4	
Scobey	Henderson Apartments III	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	6	
Scobey	Pioneer Apartments	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	18	
Scobey	Scobey Apartments		202 B St	Scobey	59263	487-2769	8	
Shelby	Crossroad Housing	RECDS District IV	Westgate Mall PO Box 5061	Great Falls	59403	761-4077	20	
Shelby	Crossroads Manor		205 5th St N	Shelby	59474		24	24
Shelby	Marias Manor		436 N Benton	Shelby	59474	434-5661	48	
Shelby	Plumtree Apartments	RECDS District IV	Westgate Mall PO Box 5061	Great Falls	59403	761-4077	12	
Shelby	Sentinel Court	RECDS District IV	Westgate Mall PO Box 5061	Great Falls	59403	761-4077	24	
Sheridan	Shermont Manor	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	12	
Sidney	Big Sky Apartments	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	12	
Sidney	Crestwood Inn	Claudia Waber	410 3rd Ave SW	Sidney	59270	482-3721	72	
Sidney	RECDS Housing Complex	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	7	
Sidney	Lincoln Apartments I		428 8th St SE	Sidney	59270	482-1978	16	
Sidney	Lincoln Apartments II	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	8	
Sidney	Lincoln Apartments III	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	12	
Sidney	Richland Housing Authority	Paul Groshart	1032 6th St SW	Sidney	59270	482-1978	165	
St Ignatius	Mission Apartments	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	8	
Stanford	Judith Basin Manor	Clarence Halvorson	408 2nd Ave N Apt 9	Stanford	59479	761-0372	20	
Stevensville	Barbara Street Apartments	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	8	
Stevensville	Burnt Fork Manor		309 11th St	Stevensville	59870	363-1373	30	
Stevensville	Charlo Apartments	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	8	
Superior	J Double A, Inc.	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	8	
Superior	Riverside East	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	16	
Terry	Varns-McRae Village	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	8	
Thompson Falls	Lions Manor		1000 Maiden Lane	Thompson Falls	59873	827-3853	28	
Thompson Falls	Mountain House	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	6	
Thompson Falls	Saleesh House	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	4	
Three Forks	Heritage Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	657-6297	6	
Townsend	Broadwater Village	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	8	
Townsend	Homestead Manor	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	10	
Townsend	Sunnyhaven Project	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	12	
Townsend	Townsend Housing I	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	8	
Townsend	Townsend Housing II	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	8	
Trout Creek	Teddy Roosevelt	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	4	
Troy	Golden Lion Manor		707 E Grant	Troy	59935	295-4669	20	
Valer	Lake Francis Court	Rene Swank	Pondera Ave & 5th St PO Box 568	Valer	59486	279-3241	8	
Victor	Cedar Grove Apartments	Corner Stone Realty	750 Fifth Ave	Victor	59875	363-3000	4	
Victor	Victor Apartments	RECDS District I	5115 Hwy 93 S	Missoula	59801	251-6047	4	
W Yellowstone	South Lake Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	59102	657-6297	20	
Westby	Westby Manor I	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	4	
Westby	Westby Manor II	RECDS District III	98 Hwy 2 E	Glasgow	59230	228-4226	8	
White Sulphur Springs	Spring Manor	RECDS District II	Bldg A Suite 8 1629 Ave D	Billings	59102	657-6297	8	
Whitefish	Big Mountain Apartments	Leslie Hales	Dujardin Property Mgmt PO Box 5308	Everett	98206	334-5017	30	
Whitefish	Chair III	Diane Evans	114 Wisconsin Ave Apt 15	Whitefish	59937	862-2291	16	
Whitefish	Colorado Village Apartments	Pamela Osland	445 Wisconsin Ave	Whitefish	59937	862-3631	36	
Whitefish	Stone Creek Apartments	Bev Skates	863 Ashar	Whitefish	59937	862-6242	40	
Whitefish	Whitefish Housing Authority	Judy Duff	100 4th St	Whitefish	59937	862-4143	50	

**TABLE 84(c)**  
**1994 INVENTORY OF FACILITIES**  
**MULTIFAMILY HOUSING**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE	UNITS	CAP
Whitefish	Whitefish Manor	Rod Foster	1346 E 7th St	Whitefish	69937	862-6719	30	
Whitehall	Coachman Court	RECDS District I	6116 Hwy 93 S	Missoula	69801	261-6047	16	
Whitehall	Cowdrey Courts		103 Legion	Whitehall	59769	687-8288	9	
Wibaux	Cottonwood Apartments	RECDS District III	98 Hwy 2 E	Glasgow	69230	228-4226	4	
Winnett	Winnett Apartments	RECDS District IV	Westgate Mall PO Box 6061	Great Falls	59403	761-4077	6	
Wolf Point	Max's 8-Plex	RECDS District III	98 Hwy 2 E	Glasgow	69230	228-4226	8	
Wolf Point	Yellowstone II	RECDS District III	98 Hwy 2 E	Glasgow	69230	228-4226	8	
Worden	Project I Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	69102	667-6297	8	
Worden	Project II Apartments	RECDS District II	Bldg A Suite 6 1629 Ave D	Billings	69102	667-6297	12	

Table 84(d), below, presents an additional inventory of government facilities that are currently unoccupied and available for possible use to assist the homeless. Persons or organizations interested in utilizing these facilities should contact the listed agency.

**TABLE 84(d)**  
**1994 SURPLUS HOUSING AVAILABLE FOR POSSIBLE USE TO ASSIST THE HOMELESS**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE
Havre	Bldg 7 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 8 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 16 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 23 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 24 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 27 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 29 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 31 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 32 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 36 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 39 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 41 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 42 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 44 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldgs 61, 62, 66, 68 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldgs 63, 64, 65, 67, 69, 61, 63, 66, 67, 69, 71 - Havre AFS	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldgs 60, 62, 64, 66, 68 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldgs 70, 72, 74, 78 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldgs 76, 80 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldg 82 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 6600 Fishers Ln	Rockville, MD	20867	443-2266



Havre	Bldgs 160, 162, 164, 166, 168, 160, 162, 164, 168, 170, 172 - Havre AFS	Judy Breitman	Rm 17A-10 US Public Health Srv 5600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldgs 106, 107, 108, 109, 112, 113 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 5600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldgs 202, 204, 206, 212, 214, 216, 218 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 5600 Fishers Ln	Rockville, MD	20867	443-2266
Havre	Bldgs 208, 210 - Havre Air Force Station	Judy Breitman	Rm 17A-10 US Public Health Srv 5600 Fishers Ln	Rockville, MD	20867	443-2266

## b. INVENTORY OF SERVICES

Table 84(e), below, presents a general inventory of agencies providing housing-related services other than overnight housing. This includes things such as meal service, food assistance, clothing, shelter vouchers, or support services like day shelters, work shelters, and counseling.

**TABLE 84(e)**  
**1994 INVENTORY OF SERVICES**  
**OTHER THAN OVERNIGHT HOUSING**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE
<b>MEAL SERVICE</b>						
Billings	Montana Rescue Mission - Women/Family Shelter	Gary Drake	2520 First Ave N PO Box 3232	Billings	59101	269-3800
Billings	Montana Rescue Mission/Men's Shelter	Gary Drake	2822 Minnesota Ave PO Box 3232	Billings	59101	269-3800
Bozeman	Battered Women's Network		PO Box 762	Bozeman	59716-0762	686-4111
Butte	Butte Rescue Mission	Dallas Doyle	1204 E 2 St	Butte	59701	782-0926
Butte	Salvation Army		121 E Broadway	Butte	59701	782-2944
Great Falls	Great Falls Rescue Mission	Joe Thompson	326 2nd Ave S PO Box 127	Great Falls	59403-0127	761-2653
Great Falls	New Directions Mental Health Day Center	Gary Lewis	621 First Ave S	Great Falls	59401	761-2104
Great Falls	Salvation Army Hospitality House	Bill Loy	317 2nd Ave S PO Box 2686	Great Falls	59403	727-9611
Havre	Feed My Sheep Community Soup Kitchen	Nancy Evans	611 2nd St PO Box 223	Havre	59501-0223	266-1629
Helena	God's Love		533 N Main	Helena	59601	442-7000
Helena	Salvation Army	Laurie Kirk, Jr.	1531 National PO Box 504	Helena	59624	442-4032
Kalispell	Community Kitchen		348 2nd Ave W	Kalispell	59901	762-7337
Kalispell	Friendship House Adult Care Inc.		606 2nd Ave W	Kalispell	59901	267-8376
Kalispell	Rose Brier Inn	Bill Davison	24 1st Ave W	Kalispell	59901	762-1447
Kalispell	Salvation Army	Major James R Goodwin	204 7th Ave W	Kalispell	59901	267-4387
Lewistown	Snowy Mountain Industries		PO Box 1013	Lewistown	59467	638-6130
Libby	Salvation Army	Laura	Lincoln Co Sheriff's Dept 512 California Ave	Libby	59923	293-7781
Missoula	Missoula Manor		909 W Central	Missoula	59801	728-3210
Missoula	Poverello Center	Ann Kovis	535 Ryman PO Box 7644	Missoula	59807	728-1809
Poplar	New Life Mission	Mike Boyd	PO Box 1697	Poplar	59266	768-3696
Sidney	Action for Eastern Montana/Council on Aging	Shelly Rosaaen	221 6th St SW	Sidney	59270	482-3701
Sidney	Salvation Army	Bob Burnison	110 Second Ave NW	Sidney	59270	482-2210
Townsend	Broadwater Human Services		124 N Cedar PO Box 489	Townsend	59644	
<b>FOOD BANK/FOOD ASSISTANCE</b>						
Billings	Billings Food Bank	Sheryl Shandy	2112 4th Ave N	Billings	59101	269-2866
Billings	St Vincent De Paul	Harold Merchant/Don Foster	2610 Minnesota Ave	Billings	59101	248-1411
Bozeman	Bozeman Food Bank	Sally Owens	803 N Wallace	Bozeman	59716	686-7600
Bozeman	District IX Human Resource Development Council	Caren Couch	321 E Main - Suite 300	Bozeman	59716	687-4486
Butte	Butte Emergency Food Bank		602 E Aluminum PO Box 64	Butte	59701	782-6230

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE
Butte	District XII Human Resource Development Council	Lew Baker/Mary F. McLeod	700 Casey St PO Box 3486	Butte	59701	782-8886
Ekaleke	Food Bank		PO Box 316	Ekaleke	59324	776-8761
Glendive	Action for Eastern Montana	Vicki Lapp	111 W Bell	Glendive	59330	366-3364
Glendive	Food Bank	Donna Micheletto	111 W Bell	Glendive	59330	366-3364
Great Falls	Mercy Home	Linda Franz	PO Box 886	Great Falls	59403-0886	462-1316
Great Falls	Opportunities Inc.	JoAnne McLean	906 1st Ave N	Great Falls	59401	761-0310
Great Falls	Rescue Mission		326 2nd Ave S	Great Falls	59401	761-2653
Great Falls	St. Vincent de Paul Society	Allan Ridgely	600 Central Ave W	Great Falls	59401	761-0870
Hamilton	Haven House		116 State St PO Box 1343	Hamilton	59840	363-2460
Hamilton	Ravalli County Ministerial Association	Rev. Stephen D. VanGilder	171 Lewis Ln	Hamilton	59840	363-2964
Hamilton	Supporters of Abuse Free Environments, Inc.	Catherine Bergas	PO Box 634	Hamilton	59840	363-2793
Havre	North Havre Community Services Inc. Food Bank	Cindi Murphy	453 7th Ave N PO Box 1667	Havre	59501	266-2007
Havre	Salvation Army	Cpt Chris Giffey-Brohaugh	606 2nd	Havre	59301	266-6411
Helena	Helena Food Share	Sandy Penrod	PO Box 943	Helena	59624-0943	443-3663
Helena	Salvation Army	Laurie Kirk, Jr.	1531 National PO Box 604	Helena	59624	442-4032
Kalispell	7 Food Pantry	Rebecca L. Briggman	106 Sixth Ave W	Kalispell	59901	762-3663
Kalispell	Salvation Army	Major James R Goodwin	204 7th Ave W	Kalispell	59901	267-4387
Laurel	Community Hope	B King	13 Pennsylvania Ave	Laurel	59044	628-7281
Lewistown	Lewistown Food Bank/Community Cupboard	Dave McConnel	612 W Broadway	Lewistown	59457	638-3722
Lewistown	Ministerial Association	Pastor Earl Evans	612 W Broadway	Lewistown	59467	638-8766
Libby	County Indigency Office		418 Mineral Ave	Libby	59923	293-7781
Libby	Food Pantry	Mervyn & Velma Fenimore	101 E Lincoln Blvd	Libby	59923	293-3332
Libby	Ministerial Association	Tip Harwood	105 E Cedar	Libby	59923	293-6666
Libby	Salvation Army	Laura	Lincoln County Sheriff's Dept 612 California Ave	Libby	59923	293-7781
Missoula	Family Food Assistance Program	Janise Crane	1106 W Broadway	Missoula	59802	
Missoula	Missoula Food Bank	Bill Carey	219 S 3rd W	Missoula	59801-2623	649-0643
Missoula	Poverello Center	Ann Kovis	535 Ryman PO Box 7644	Missoula	59807	728-1809
Missoula	Salvation Army	Nancy O'Connell	339 W Broadway	Missoula	59802	649-0710
Polson	Ministerial Association/New Life Christian Church	Gerry Ouellette	101 7th Ave W	Polson	59860	883-6160
Townsend	Broadwater Human Services		124 N Cedar PO Box 489	Townsend	59644	
W Yellowstone	Commodity/Food Distribution	Teresa Flanagan	236 Yellowstone Ave PO Box 626	W Yellowstone	59768	646-7311
W Yellowstone	Social Service Center	Teresa Flanagan	PO Box 626	W Yellowstone	59768	646-7311
W Yellowstone			236 Yellowstone Ave	W Yellowstone		
Wolf Point	Ministerial Association	Father Steve Zabrocki	PO Box 282	Wolf Point	59201	663-2610

## DAY SHELTERS

Billings	Hub (The)	Joy Hettinger	616 N 27th	Billings	59101	248-4803
Billings	Mental Health Center - Region III	Bob Ross	1245 N 29th St PO Box 219	Billings	59103	262-6668
Billings	Montana Rescue Mission - Women/Family Shelter	Gary Drake	2620 First Ave N PO Box 3232	Billings	59101	269-3800
Billings	Montana Rescue Mission/Men's Shelter	Gary Drake	2822 Minnesota Ave PO Box 3232	Billings	59101	269-3800
Billings	Rainbow House	Peggy Hough	925 N 18th St	Billings	59101	262-7861
Billings	Regional Services	Rhoda Miller	2110 Overland Ave	Billings	59102	662-6443
Bozeman	Rocky Mountain Horizons Mental Health Services	Joni Patterson Croskey	211 N Grand	Bozeman	59716	686-4090
Dillon	Beaver House	Richard Thomas	236 E Reeder St	Dillon	59726	683-2200
Great Falls	Golden Triangle Community Mental Health Center	Linda Hatch	Holiday Village Mall PO Box 3089	Great Falls	59403	761-2100
Great Falls	Great Falls Rescue Mission	Joe Thompson	326 2nd Ave S PO Box 127	Great Falls	59403-0127	761-2653
Great Falls	Mercy Home	Linda Franz	PO Box 886	Great Falls	59403-0886	462-1316
Great Falls	Salvation Army Hospitality House	Bill Loy	317 2nd Ave S PO Box 2686	Great Falls	59403	727-9611
Havre	Bear Paw House	Joe Uhl	110 W 13th St PO Box 1668	Havre	59501	266-9639
Helena	Mental Health Services, Inc. - Region IV	Stuart Klein	612 Logan	Helena	59601	442-0640

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE
Helena	Montana House	Linda Wagner	422 N Last Chance Gulch	Helena	59601	449-2699
Helena	West-Mont Home Habilitation Services	Tim Plaska	2626 Colonial PO Box 5059	Helena	59601	443-4140
Kalispell	Friendship House Adult Care Inc.		606 2nd Ave W	Kalispell	59901	267-8376
Kalispell	Lamplighter House	Candace Butler	1740 Hwy 93 S	Kalispell	59901	267-1336
Livingston	Mountain House	Nancy Meyers	PO Box 119	Livingston	59047	222-8202
Miles City	Eastern MT Community Mental Health Center	Frank Lane	2608 Wilson PO Box 1630	Miles City	59301	232-0234
Missoula	Poverello Center	Ann Kovis	635 Ryman PO Box 7644	Missoula	59807	728-1809
Missoula	River House	Sharon Brogan	337 Stephens	Missoula	59801	721-3600
Missoula	Western Montana Mental Health Center	Paul Meyer	T-9 Fort Missoula	Missoula	59801-7298	728-6817

**WORK SHELTERS**

Billings	Montana Rescue Mission - Women/Family Shelter	Gary Drake	2520 First Ave N PO Box 3232	Billings	59101	269-3800
Billings	Montana Rescue Mission/Men's Shelter	Gary Drake	2822 Minnesota Ave PO Box 3232	Billings	59101	269-3800
Bozeman	Reach Inc.	Rob Tallon	2134 Industrial Dr	Bozeman	59716	587-1271
Conrad	Northern Gateway Enterprises, Inc.	Dan Richmond		Conrad	59426	278-3238
Helena	Helena Industries		1326 Helena Ave	Helena	59601-4428	442-8632
Lewistown	Snowy Mountain Industries		PO Box 1013	Lewistown	59457	538-5130
Libby	Lincoln County Sheltered Workshop	Jim Tackes	101 Mineral Ave	Libby	59923	293-8848
Malta	Malta Opportunities Inc.	Brenda Bagley	PO Box 819	Malta	59538	654-2582
Missoula	Job Quest	Shannon Parker	618 S Higgins Ave	Missoula	59801-2734	543-0023
Missoula	Opportunities Inc.	Ken Brown	2821 Russell	Missoula	59801	721-2930
Plains	Little Bitterroot Special Services		103 W Lynch	Plains	59859	826-3689
Poplar	New Life Mission	Mike Boyd	PO Box 1597	Poplar	59255	768-3695
Ronan	Mission Mountain Enterprises	Graydon D Mot	330 Main St SW	Ronan	59864	676-2563
Shelby	Northern Gateway Enterprises, Inc.	Theresa Hale	216 6th Ave N	Shelby	59474	434-6042

**SOCIAL SERVICES**

Billings	Dept of Family Services/Transitional Center		1104 Sunnyside Lane	Billings	59101	262-9338
Billings	District VII Human Resource Development Council	LaVonne Peck	17 N 31st PO Box 2016	Billings	59101	248-1477
Billings	Horizon Home	Sally McGovern	4105 26th St PO Box 36500-207	Billings	59101	
Billings	Hub (The)	Joy Hettinger	516 N 27th	Billings	59101	248-4803
Billings	Independent Living for Today and Tomorrow		3304 2nd Ave N	Billings	59101	269-6181
Billings	Montana People's Action	Dennis McCord	630 27th St S	Billings	59101	246-6106
Billings	Montana Rescue Mission/Men's Shelter	Gary Drake	2822 Minnesota Ave PO Box 3232	Billings	59101	269-3800
Billings	Rainbow House	Peggy Hough	925 N 18th St	Billings	59101	252-7861
Billings	Tumbleweed Runaway Program	Leslie Bracy	300 N 26th Suite 104	Billings	59101-1320	269-2668
Billings	Youth Services Center	Jo Acton	4105 26th St PO Box 30866	Billings	59107-0866	266-6826
Bozeman	District IX Human Resource Development Council	Caren Couch	321 E Main - Suite 300	Bozeman	59715	587-4486
Bozeman	Rocky Mountain Horizons Mental Health Services	Joni Patterson-Croskey	211 N Grand	Bozeman	59715	586-4090
Butte	Gilder House	Tom Herzog/Barbara Mueske	2460 Kossuth	Butte	59701	723-7104
Butte	Silver House	Barbara Mueske	106 W Broadway	Butte	59701	723-4033
Conrad	Northern Gateway Enterprises, Inc.	Dan Richmond		Conrad	59426	278-3238
Dillon	Beaver House	Richard Thomas	236 E Reeder St	Dillon	59726	683-2200
Great Falls	Children's Receiving Home	Lori McAdam	PO Box 1061	Great Falls	59403	727-4842
Great Falls	Gateway	Gary Lewis	1118 First Ave N	Great Falls	59401	761-2104
Great Falls	Golden Triangle Community Mental Health Center	Linda Hatch	Holiday Village Mall PO Box 3089	Great Falls	59403	761-2100
Great Falls	Group Homes	Gary Lewis	Holiday Village Mall PO Box 3089	Great Falls	59403	761-2104
Great Falls	Langel House	Gary Lewis	1109 2nd Ave N	Great Falls	59401	761-2104
Great Falls	Missouri River Youth Home	Jim Hughes	PO Box 3066	Great Falls	59403	761-2136
Great Falls	New Directions Mental Health Day Center	Gary Lewis	621 First Ave S	Great Falls	59401	761-2104
Great Falls	North Central Independent Living Center		Suite 201 104 2nd St S	Great Falls	59406	462-9834
Great Falls	Opportunities Inc.	JoAnne McLean	905 1st Ave N	Great Falls	59401	761-0310
Great Falls	Opportunity House	Curt Campbell	PO Box 2289	Great Falls	59403	761-0310
Great Falls	Passages	Gary Lewis	704 5th Ave N	Great Falls	59401	761-2104



LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE
Great Falls	Runaway Attention Home	Jean Corrigan	618 3rd Ave N PO Box 606	Great Falls	58403	462-7672
Great Falls	Youth Evaluation Program	Terri Young	4212 Third Ave S	Great Falls	59401	462-1792
Hamilton	Summit Independent Living Center		610 N First St. Suite 7	Hamilton	59840	363-5242
Hamilton	Supporters of Abuse Free Environments, Inc.	Catherine Bergas	PO Box 634	Hamilton	59840	363-2793
Helena	Connections	Bill Myhre	438 Last Chance Gulch	Helena	59601	442-0340
Helena	Friendship Center	Matthew Dale	1603 Gallatin	Helena	59801	442-6800
Helena	Helena Community Support Services	Jeff Sturm	422 N Last Chance Gulch	Helena	59601	442-7161
Helena	Mental Health Services, Inc. -Region IV	Stuart Klein	612 Logan	Helena	59601	442-0840
Helena	Montana Independent Living Project		38 S Last Chance Gulch	Helena	59601	233-0806
Helena	New Visions	Linda Wagner	1101 Missoula Ave	Helena	59601	443-4922
Helena	YMCA	Debbie Patch/Clark Gilbert	1200 N Last Chance	Helena	59601	442-9622
Kalispell	Faith Works, Inc.	John Kestell/Bill Davison	24 1st Ave W PO Box 261	Kalispell	59903	752-5803
Kalispell	HUD Homeless Prevention	Sandy Center	8 First St E PO Box 8300	Kalispell	59904-8300	752-6666
Kalispell	Harbinger House	Candace Butler	601 3rd Ave E	Kalispell	59901	267-7671
Kalispell	Lampighter House	Candace Butler	1740 Hwy 93 S	Kalispell	59901	267-1336
Kalispell	NW Montana Human Resources, Inc.	Judy Filler	PO Box 8300	Kalispell	59101	752-6666
Kalispell	Safe House	Candace Butler	1740 Hwy 93 S	Kalispell	59901	267-1336
Kalispell	Summit Independent Living Center		275 Corporate Way Suite 901	Kalispell	59901	267-0048
Libby	Opportunity Resources Inc	Kathleen Redman	307 Main Ave PO Box 928	Libby	59923	293-7336
Livingston	Mountain House	Nancy Meyers	PO Box 119	Livingston	59047	222-8202
Miles City	Clark Street Inn	Linda S. Holom	2607 Main St	Miles City	59301	232-1856
Miles City	Eastern MT Community Mental Health Center	Frank Lane	2608 Wilson PO Box 1630	Miles City	59301	232-0234
Missoula	District XI Human Resources Development Council	Jim Morton	617 S Higgins	Missoula	59801	728-3710
Missoula	Job Quest	Shannon Parker	618 S Higgins Ave	Missoula	59801-2734	643-0023
Missoula	Missoula Indian Center	Bill Walls	Suite A 2300 Regent St	Missoula	59802	329-3373
Missoula	Montana People's Action	Jim Fleischman	208 E Main St	Missoula	59802	728-6297
Missoula	Opportunities Inc.	Ken Brown	2821 Russell	Missoula	59801	721-2930
Missoula	Refugee Assistance Corporation	Donna Emery	1280 S 3rd	Missoula	59801	721-5062
Missoula	River House	Sharon Brogan	337 Stephens	Missoula	59801	721-3600
Missoula	Stepping Stones		601 S Higgins Ave	Missoula	59801	642-1063
Missoula	Summit Independent Living Center	David Gentry	1280 S Third St W	Missoula	59801	728-1630
Missoula	Turning Point	Peg Shea	Suite 101 600 N Higgins Ave	Missoula	59801	643-8623
Missoula	Western Montana Mental Health Center	Paul Meyer	T-9 Fort Missoula	Missoula	59801-7298	728-6817
Missoula	YWCA Domestic Violence Assistance Center	Kelly Slattery-Robinson	1130 W Broadway	Missoula	59802	642-1944
Polson	Safe Harbour		PO Box 42	Polson	59860	883-6221
Ronan	Summit Independent Living Center	Patrick Gowen	318 Main St	Ronan	59864	676-0190
Ronan	Tribal Human Services ASAP	Gary Newman	128 W Round Butte Rd	Ronan	59864	676-2600
Shelby	Northern Gateway Enterprises, Inc.	Theresa Hale	216 6th Ave N	Shelby	59474	434-6042
Sidney	Action for Eastern Montana/Council on Aging	Shelly Rosaeen	221 6th St SW	Sidney	59270	482-3701
Stevensville	Genesis House	Jean Ballou	PO Box 360	Stevensville	59870	728-6817
W Yellowstone	Social Service Center	Teresa Flanagan	PO Box 626 236 Yellowstone Ave	W Yellowstone	59768	646-7311

Table 84(f), below, presents a more specific inventory of entities providing social service programs and other assistance designed to prevent low-income persons from becoming homeless. Examples of assistance include such things as the Low-Income Energy Assistance Program (LIEAP), weatherization programs, and consumer credit counseling.

**TABLE 84(f)**  
**SOCIAL SERVICE PROGRAMS TO PREVENT**  
**LOW-INCOME PERSONS FROM BECOMING HOMELESS**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE
Billings	Billings Food Bank	Sheryl Shandy	2112 4th Ave N	Billings	59101	269-2856

**TABLE 84(f)**  
**SOCIAL SERVICE PROGRAMS TO PREVENT**  
**LOW-INCOME PERSONS FROM BECOMING HOMELESS**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE
Billings	Hub (The)	Joy Hettinger	515 N 27th	Billings	59101	248-4803
Billings	Independent Living for Today and Tomorrow		3304 2nd Ave N	Billings	59101	259-5181
Billings	Montana People's Action	Dennis McCord	530 27th St S	Billings	59101	246-6106
Billings	Rainbow House	Peggy Hough	926 N 18th St	Billings	59101	262-7851
Billings	Salvation Army	Major Rex McCulley	2100 6th Ave N	Billings	59101	246-4669
Billings	St Vincent De Paul	Harold Merchant/Don Foster	2610 Minnesota Ave	Billings	59101	248-1411
Bozeman	Bozeman Food Bank	Sally Dwens	803 N Wallace	Bozeman	59715	586-7600
Bozeman	Help Center	Wendy Visscher	421 E Peach	Bozeman	59715-3029	586-3333
Butte	Alcoholic Treatment Center	Mental Health Service, Inc.	2500 Continental	Butte	59701	723-5489
Butte	Butte Emergency Food Bank		602 E Aluminum PO Box 64	Butte	59701	782-6230
Butte	Salvation Army		121 E Broadway	Butte	59701	782-2944
Dillon	Beaver House	Richard Thomas	236 E Reeder St	Dillon	59726	683-2200
Ekalaka	Food Bank		PO Box 315	Ekalaka	59324	776-8761
Glendive	Food Bank	Donna Micheletto	111 W Bell	Glendive	59330	365-3364
Great Falls	Community Help Line	Sandi Filipowicz	113 6th St N	Great Falls	59403	761-6010
Great Falls	New Directions Mental Health Day Center	Gary Lewis	621 First Ave S	Great Falls	59401	761-2104
Great Falls	North Central Independent Living Center		Suite 201 104 2nd St S	Great Falls	59405	452-9834
Great Falls	St. Vincent de Paul Society	Allan Ridgely	500 Central Ave W	Great Falls	59401	761-0870
Hamilton	Summit Independent Living Center		Suite 7 610 N First St	Hamilton	59840	363-5242
Havre	Bear Paw House	Joe Uhl	110 W 13th St PO Box 1658	Havre	59501	265-9639
Havre	Feed My Sheep Community Soup Kitchen	Nancy Evans	611 2nd St PO Box 223	Havre	59501-0223	265-1629
Havre	North Havre Community Services Inc. Food Bank	Cindi Murphy	463 7th Ave N PO Box 1667	Havre	59501	265-2007
Helena	Connections	Bill Myhre	438 Last Chance Gulch	Helena	59601	442-0340
Helena	Good Samaritan Thrift Store	Pearl Spurgen	1403 N Cooke	Helena	59801	442-0780
Helena	Helena Community Support Services	Jeff Sturm	422 N Last Chance Gulch	Helena	59601	442-7151
Helena	Helena Food Share	Sandy Penrod	PO Box 943	Helena	59624-0943	443-3663
Helena	Helena Industries		1325 Helena Ave	Helena	59601-4428	442-8632
Helena	Lewis & Clark AIDS Project	Julie O'Connor	PO Box 832	Helena	59601	449-1357
Helena	Montana Independent Living Project		38 S Last Chance Gulch	Helena	59601	233-0806
Helena	New Visions	Linda Wagner	1101 Missoula Ave	Helena	59601	443-4922
Helena	YMCA	Debbie Patch/Clark Gilbert	1200 N Last Chance	Helena	59601	442-9622
Kalispell	7 Food Pantry	Rebecca L. Briggmann	105 Sixth Ave W	Kalispell	59901	762-3663
Kalispell	Community Kitchen		348 2nd Ave W	Kalispell	59901	762-7337
Kalispell	First Call for Help/HELPNET	Sherry Wolf	PO Box 2969	Kalispell	59901	332-8426
Kalispell	HUD Homeless Prevention	Sandy Center	8 First St E PO Box 8300	Kalispell	59904-8300	762-6565
Kalispell	Lamplighter House	Candace Butler	1740 Hwy 93 S	Kalispell	59901	257-1336
Kalispell	Summit Independent Living Center		Suite 901 276 Corporate Way	Kalispell	59901	257-0048
Laurel	Community Hope	8 King	13 Pennsylvania Ave	Laurel	59044	628-7281
Lewistown	Lewistown Food Bank/Community Cupboard	Dave McConnel	512 W Broadway	Lewistown	59457	538-3722
Libby	Food Pantry	Mervyn & Velma Fenimore	101 E Lincoln Blvd	Libby	59923	293-3332
Libby	Lincoln County Sheltered Workshop	Jim Tackes	101 Mineral Ave	Libby	59923	293-8848
Libby	Mental Health Center	Nancy Doriot, Supervisor	715 California Ave	Libby	59923	293-8746
Libby	Opportunity Resources Inc	Kathleen Redman	307 Main Ave PO Box 928	Libby	59923	293-7336
Livingston	Mountain House	Nancy Meyers	PO Box 119	Livingston	59047	222-8202
Missoula	Family Food Assistance Program	Janise Crane	1106 W Broadway	Missoula	59802	
Missoula	First Call For Help	Jim Morton	617 S Higgins	Missoula	59801	549-5555
Missoula	Job Quest	Shannon Parker	618 S Higgins Ave	Missoula	59801-2734	543-0023
Missoula	Missoula Food Bank	Bill Carey	219 S 3rd W	Missoula	59801-2523	549-0543
Missoula	Missoula Indian Center	Bill Walls	Suite A 2300 Regent St	Missoula	59802	329-3373
Missoula	Montana People's Action	Jim Fleischman	208 E Main St	Missoula	59802	728-5297
Missoula	Refugee Assistance Corporation	Donna Emery	1280 S 3rd	Missoula	59801	721-5052
Missoula	River House	Sharon Brogan	337 Stephens	Missoula	59801	721-3600
Missoula	Stepping Stones		501 S Higgins Ave	Missoula	59801	542-1063

**TABLE 84(f)**  
**SOCIAL SERVICE PROGRAMS TO PREVENT**  
**LOW-INCOME PERSONS FROM BECOMING HOMELESS**

LOCATION	FACILITY	CONTACT	ADDRESS	CITY	ZIP	PHONE
Missoula	Summit Independent Living Center	David Gentry	1280 S Third St W	Missoula	59801	728-1630
Missoula	Turning Point	Peg Shea	Suite 101 600 N Higgins Ave	Missoula	59801	643-8623
Polson	Ministerial Association/New Life Christian Church	Gerry Ouellette	101 7th Ave W	Polson	59860	883-6160
Ronan	Summit Independent Living Center	Patrick Gowen	318 Main St	Ronan	59864	676-0190
Ronan	Tribal Human Services ASAP	Gary Newman	128 W Round Butte Rd	Ronan	59864	676-2600
Sidney	Action for Eastern Montana/Council on Aging	Shelly Rosaaen	221 5th St SW	Sidney	59270	482-3701
Townsend	Broadwater Human Services		124 N Cedar PO Box 489	Townsend	59644	
W Yellowstone	Commodity/Food Distribution	Teresa Flanagan	236 Yellowstone Ave PO Box 626	W Yellowstone	59768	646-7311
W Yellowstone	Social Service Center	Teresa Flanagan	PO Box 626 236 Yellowstone Ave	W Yellowstone	59768	646-7311

## I.G. INSTITUTIONAL STRUCTURE

Most state-administered housing assistance, public facility, and economic development programs are handled by the Montana Department of Commerce (MDOC), primarily within the Board of Housing, Community Development Bureau, and Housing Assistance Bureau. As lead agency, the Housing Assistance Bureau will continue to develop the Consolidated Plan, manage and coordinate its many related housing, public facility, ESG, and ED programs, and promote the interaction and coordination of entities involved in providing affordable housing.

An avenue the state wishes to explore in greater detail is coordination with the private sector. Many banks, savings and loans, and other financial organizations involved in housing are interested in taking advantage of federally assisted housing improvement programs in order to meet requirements of the Federal Community Reinvestment Act (CRA). Two federally assisted programs are the Montana Community Development Block Grant (CDBG) and HOME programs. Community Housing Development Organizations (CHDOs) and local governments can apply for HOME funds to assist in providing additional affordable housing. Local governments apply for CDBG funds to use for housing projects involving the rehabilitation of homes owned or rented by low- or moderate-income families and other activities to improve the neighborhood in which the housing rehabilitation is taking place. CDBG funds have played a key role in "leveraging," using CDBG dollars to attract private dollars by creating a pool of funds for rehabilitation and new construction loans at below market interest rates.

MDOC will continue communicating and coordinating activities with other agencies throughout the year. These actions can assist in identifying areas in which further communication and cooperation may be needed, and can help to identify gaps in the institutional provision of services. Actions have included application workshops for CDBG and HOME, information and data dissemination regarding the Community Reinvestment Act, advice to nonprofit entities on how to become certified as CHDOs, support for other entities in their application processes for funding of various programs, and joint work on evaluation of homeless subpopulations. Furthermore, MDOC intends to work closely with Social and Rehabilitation Services in their newest efforts in the study of the unsheltered homeless.



MDOC recognizes that policy and program responsibilities are often fragmented across a variety of agencies and organizational entities throughout both the state and federal governments. The state has been able to collect some data pertaining to the size and needs of nonhomeless persons with special needs. However, much of the information is general in nature. MDOC will be looking to the public and other interested parties for input in the development and specification of goals for serving this in-need population. Furthermore, MDOC supports the prospective participation of individuals representing the interests of the developmentally disabled, persons in correctional institutions, and other nonhomeless persons with special needs.

The Community Reinvestment Act (CRA) has stimulated the involvement of for-profit organizations in the provision of affordable housing. One example of CRA's work is the Community Home Ownership Program of Norwest Bank. Norwest Banks in Montana and Wyoming have allocated funds to be used for home mortgage loans. The loans are available to people in Norwest Bank-designated market areas in Montana for purchasing single-family, owner-occupied residential units. The bank's program provides a low down payment, no discount points, low loan origination fees, and competitive interest rates on home mortgage loans. Loans are available only to families earning no more than 115 percent of the HUD-determined median income for the area, up to \$30,000. These benefits help make home ownership possible for some low- and moderate-income Montanans.

## 1. OVERCOMING GAPS: ASSESSMENT AND ACTIONS

In the past, the institutional structure for carrying out the delivery of housing programs and services was very fragmented. This occasionally led to confusion and unwitting competition between programs and service providers. Guidelines and procedures were sometimes overly complex. This condition created some gaps in the delivery systems. With consolidation of program responsibilities in MDOC, many of the gaps have disappeared. Furthermore, MDOC continues to build its capability as the sole-source information clearinghouse as related to all housing programs and services.<sup>46</sup> This action is designed to further allay confusion and unwitting competition in program and service delivery systems.

There remains a significant gap in the delivery of housing services that may worsen over the five-year period: resources are inadequate to completely address housing needs, as evidenced by the size of the State's Section 8 waiting list. Two sets of actions are planned. One relates to current Fair Market Rents (FMR). In October 1993, many Montana communities experienced a nearly \$100 per month decline in the FMRs. This may have dire effects on both individuals and families. MDOC intends to track whether this newly created gap in housing policy will increase the incidence of homelessness. MDOC sees this as a potential additional and undue burden on already taxed state programs and delivery systems. The second action relates to the governor's appointment of a Housing Task Force. The task force is to suggest resource and program solutions for legislative approval during the next regular session.

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<sup>46</sup> All service and program inquiries should be directed to Ms. Sharon Haugen, Montana CPS coordinator (406) 444-0095, in Helena.

Regarding the gaps in the delivery of programs and resources, respondents to the *Survey of Montana's Housing Needs* expressed many concerns: HUD guarantees loans that can extend to \$75,500, but the average home selling price is \$114,603.<sup>47</sup> Homes that are affordable (\$70-\$80,000) might not meet HUD housing quality guidelines. Non-profit organizations are over-extended in their ability to serve a population that is growing because of newcomers, and the private sector is slow to respond to Montana's housing needs. Programs need to be administered with consistency and simplicity. The general public is not aware of the programs available and those programs lag behind in demand and are too complicated. Some individuals feel program requirements are too time consuming and difficult to understand.

The efficiency of programs is not the only resource that is failing. Transitional housing of any kind is lacking for homeless, HIV infected, handicapped, and drug and alcohol addicts. Most federal programs make it too difficult to apply because of match fund requirements for the project, thus ignoring smaller communities with less money and a smaller population. Programs and resources need to be fully available to all areas and people in Montana.

## 2. GOVERNMENTAL COORDINATION

Many financial organizations involved in housing are interested in taking advantage of federally assisted housing improvement programs in order to meet the requirements of the Federal Community Reinvestment Act (CRA). The Census and Economic Information Center (CEIC), within MDOC, has been responding to many requests for information pertinent to the CRA and for planning information to aid in the development of housing proposals. Two federal programs allied with the CRA are the CDBG and HOME programs. Community Housing Development Organizations (CHDOs) and local governments can apply for HOME funds to assist in providing affordable housing. Local governments apply for CDBG funds to use for housing projects involving new construction, rehabilitation of homes owned or rented by low- or moderate-income families, and activities to improve neighborhoods. CDBG funds have played a key role in "leveraging," using CDBG dollars to attract private dollars by creating a pool of funds for rehabilitation loans at below market interest rates. MDOC also has been communicating and coordinating activities with other agencies, which assists in the identification of areas in which further communication and cooperation may be needed and helps identify gaps in the institutional provision of services. Activities included application workshops for CDBG and HOME funding, information and data dissemination regarding the CRA, technical assistance workshops and publications, advice to nonprofit agencies and prospective nonprofit entities on how to become certified as CHDOs, support for other entities in their applications for funding,<sup>48</sup> and joint evaluation with SRS of the unsheltered homeless population.

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<sup>47</sup> This figure was supplied by a *Survey of Montana's Housing Needs* respondent, concerning gaps in program and resource delivery.

<sup>48</sup> For example, the Community Development Bureau assisted the City of Kalispell in forming an alliance with the Federal Home Loan Bank of Seattle. The bureau's role was to emphasize the strength that the program had throughout the state and MDOC.





## II. HOUSING, HOMELESS, & NON-HOUSING COMMUNITY DEVELOPMENT NEEDS

### HOUSING

Earlier in this report, Montana identified an affordable housing shortage in excess of 25,000 units. Such conditions precipitate overcrowding and poor or substandard conditions in both the rental and owner-occupied housing stocks, both of which have also been identified. Together, these underscore the needs for new construction as well as renovation or rehabilitation of existing structures.

To further illustrate the types of housing needs that are precipitating requests for funding, an enumeration of previous program requests of the HOME and CDBG (housing) programs has been tabulated. In Montana, the HOME and CDBG program funds are distributed based on sets of criteria that rank applications within a competitive environment. Since resources are indeed less than the size of the need, applications must compete for funding. Furthermore, while all needs identified are worthwhile, specific project-related issues may make an individual project more or less viable than others. These criteria are discussed later in this report, but are explained in detail by relevant program in CPS Volume II.

#### 1. SUMMARY OF MONTANA'S HOUSING NEEDS

The lack of affordable housing for very low-, low-, and moderate-income persons has risen in prominence as a national policy issue. The lack of affordable housing across the nation has affected individuals, families, and the elderly, whether homeowners or renters. According to a 1986 report prepared by the National Governor's Association, housing costs are rising faster than income.<sup>49</sup>

Montana has not escaped the influences of the nation's housing problems. An analysis of the number of low-rent units, low-cost homes, and the number of households earning less than \$15,000 per year indicates that there may have been a shortage of 25,000 units of affordable housing to those households in 1990. This particularly affects families, who make up almost 70 percent of all Montana's households. Today, the situation is much worse as pressures and constraints on the housing market have spread to affect Montanans of all income categories.

These shortages have driven monthly rental payments and housing costs up sharply in the last few years. This places many people at risk of homelessness and places home ownership out of reach for many Montanans. Even though there is great demand for low-cost housing, there has been little new construction of single-family or multifamily units for low- and moderate-income Montanans.

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<sup>49</sup> *Decent and Affordable Housing for All: A Challenge to the States*. National Governor's Association, 1986.

Rehabilitation of the existing housing stock is also a pressing issue. Many occupied units around the state are in poor condition because their owners cannot afford maintenance costs. Elderly Montanans, who constitute the largest group of homeowners in the state, often lack the resources necessary to maintain their homes. For potential home buyers, units that stand vacant for long periods of time constitute a rehabilitation problem. Often the cost of bringing the units up to a liveable standard is prohibitive. The poor condition of the units can also preclude the use of mortgage insurance programs, without which the units are not easily financed.

There is also a need for modification of existing units to make housing accessible to Montana's physically disabled population, some of whom currently live in units that are not adequately equipped. In addition, energy inefficient units place an unnecessary cost burden on Montana's renters and homeowners. Energy conservation modifications are needed to address the overall issue of affordable housing across the state.

A number of groups in Montana have special needs linked to the provision of affordable housing. For homeless people, the disabled, families headed by single parents, and the elderly, there is a need for supportive services that facilitate independence. Homeless people in Montana, while not as prevalent as in other areas of the country, are finding fewer available units in some local shelters. These facilities are simply not able to meet the need for emergency and transitional housing and other services.

Single parents head 17 percent of Montana's families. Where there is a high rate of single-parent families in public housing facilities (a situation more common to Montana's major cities) the provision of day care and job training services is needed both to facilitate the family's move toward self-sufficiency and to maintain a stable public living environment.

The elderly make up more than 17.5 percent of Montana's adult population and represent the largest group of homeowners in the state. Congregate care housing for this group, which fosters independent living while providing supportive services, is a compelling need.

There were more than 50,000 mobile homes in Montana in 1990. Whereas mobile, manufactured, and modular homes<sup>50</sup> represent an affordable housing alternative for many Montanans, such owners tend to face restrictive or discriminatory zoning laws or practices in many areas, particularly in rapidly growing parts of the state. The challenge to policy makers in Montana is to identify and press for equitable alternatives to current zoning and land-use conditions for low- and moderate-income Montanans.

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<sup>50</sup> Mobile and manufactured homes are detached residential dwelling units fabricated at a factory, not in accordance with the standards of the Uniform Building Code, and designed for transportation on its own chassis to a building site for occupation as a dwelling with or without a permanent foundation. 'Mobile' refers to units built before 1976, 'manufactured' to those built from 1976 on, which conform to the Federal Manufactured Home Construction Safety and Standards. Modular homes are also fabricated in a factory, but are constructed to meet the Uniform Building Code, plumbing, mechanical, and electrical construction codes that apply to site-built homes. MDOC, Local Government Assistance Division, Community and Technical Assistance Program, *A Model Municipal Zoning Ordinance*, December 1994, pg. 9.

Montana's economy has suffered along with the national recession. Industrial activities related to the state's resource base have declined, particularly lumber and wood products. Structural changes in the state's economy have compounded the problem. Many of these economic difficulties will continue. Without proper intervention by housing specialists, the lack of available, affordable, and suitable housing may persist.

There has been a tremendous change in the statewide housing market since the 1990 Census. Vacancy rates have continued to drop dramatically. For example, Glendive had 300 vacancies in 1990, compared to 30 in October 1992. In Sidney, where 75 rental homes were converted to owner-occupied units, purchase demand for single-family homes has virtually eliminated one-year leases for rentals. Missoula's rental vacancy rate has hovered near zero since April 1992. In Miles City, low-rent units are rented as soon as they hit the market. Compared to other states, Montana's housing was fairly affordable in past years. This is no longer the case across much of the state, especially in the more urbanized areas.

Montana's limited resources are not adequate to address *all* the housing requirements of low- and moderate-income households, elderly Montanans, people with special needs, and other in-need populations. The Montana Department of Commerce (MDOC) and the people of the state share in the task of exploring creative approaches to expanding the supply of housing. Together, Montanans must move forward in securing and applying federal, state, and private resources to solve the state's housing problems.

This section describes Montana's housing needs in greater detail. These needs were identified by housing officials, constituency organizations, housing lenders, and other interested people across Montana through telephone interviews conducted during October 1992 and mail surveys sent out during FY 1993. Supporting data is included where available. The order in which this narrative is presented is not meant to imply any priority rating, as the degree of need for a particular type of housing assistance can be acute in one area of the state, while another need can be equally severe in a different part of the state.

## 2. ASSESSMENT OF HOUSING NEED

During the FY94 CHAS development process, three mail surveys were conducted. One was sent to a systematic sample taken from the FY93 CHAS Annual Plan distribution list. This entailed selection of about 385 persons throughout the state.<sup>51</sup> This survey is termed the *Survey of Montana's Housing Needs*. The second was sent to a sample of randomly selected Montana households. The latter survey was designed to adequately sample middle income households. This would then over sample low- and very low-income households, thereby under sampling wealthier households. This comprised a sample of about 3,650 households across Montana. This instrument is termed the *1993 Montana Housing Survey*. Both of the above instruments,

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<sup>51</sup> A systematic sample was drawn from the CHAS mailing list. A systematic sample approximates a randomization technique; here, every other name was selected. However, the population in the study has significant self-selection bias. This survey is not considered scientific.



along with cover and follow up letters, were included in the FY 1994 CHAS. The third survey was conducted by the Housing and Community Development Bureau of the Montana Department of Commerce and focused primarily on land-use and zoning. The *Montana Housing Opinion Survey* sampled about 300 persons and is summarized below as well.

#### a. SURVEY OF MONTANA'S HOUSING NEEDS

The *Survey of Montana's Housing Needs* was designed to collect specific data such as vacancy rates, local needs, and barriers to affordable housing from knowledgeable housing specialists throughout Montana. Most of the quantitative questions asked the respondents to rank the degree of housing problem or need. There was also a series of questions related to the inventory of homeless facilities and services. The survey also included a set of open-ended questions soliciting general responses. Survey data is reviewed below.

The housing needs survey solicited input from a very broad cross-section of Montanans involved in housing issues, from construction, sales, lending, program administration, planning, and public policy occupations. It also included responses from state and local agencies associated with health, environmental services, disability, public instruction, Native American affairs, councils on aging, low income coalitions, and others. Table 85, below, presents a summary of the number of respondents by occupation.

**TABLE 85**  
**SURVEY OF MONTANA'S HOUSING NEEDS**  
**RESPONDENTS BY OCCUPATION**

OCCUPATION	NUMBER
Public Housing Official	9
Housing Program Manager	14
Banking or Lending Official	42
Real Estate	12
Housing Developer/Consultant	6
Land Developer	0
Planning Official	13
Interest Group	7
Elected Public Official	25
Appointed Public Official	11
Disabled/Aging Care Manager	2
Owner of Rental Units	2
Contractor/Engineer	5
Other Business Owner	4
Community/Economic Development	6
Social Services	2
Other	7
<b>TOTAL RESPONDENTS</b>	<b>167</b>

One of the first survey questions related to type of general housing problem. In earlier planning documents, Montana identified four basic problem areas related to housing. These were availability, affordability, accessibility, and suitability. Respondents were asked to

categorize the severity of each problem as it related to rental housing and owner-occupied housing. Table 86, below, presents the results. Respondents indicated that rental housing is moderately expensive to very expensive, is somewhat unsuitable to not suitable, and is generally not very accessible to the disabled. Most interestingly, nearly 90 percent of respondents (150 of 170) indicated that rental housing is either in 'very short' or 'extremely short' supply. This implies that Montana lacks an adequate supply of rental housing at any price and therefore has critical shortages of affordable rental housing. While the problem is not as severe, owner-occupied housing is also in short supply, with prices generally too high to be classed as affordable.

**TABLE 86**  
**SURVEY OF MONTANA'S HOUSING NEEDS**  
**DEGREE OF HOUSING PROBLEM**  
**BY TENURE**

		NUMBER OF RESPONDENTS						
		AVAILABILITY						
		PLENTIFUL . . . . .					SHORT SUPPLY	
		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rental Housing	170	1	1	1	6	11	38	112
Owner-Occupied	167	2	10	16	33	27	50	29
		AFFORDABILITY						
		UNDERPRICED . . . . .					VERY EXPENSIVE	
		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rental Housing	169	1	8	20	52	24	32	32
Owner-Occupied	174	0	3	20	39	36	48	28
		SUITABILITY						
		VERY SUITABLE . . . . .					NOT SUITABLE	
		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rental Housing	168	0	10	12	41	52	38	15
Owner-Occupied	166	1	17	25	44	35	34	10
		ACCESSIBILITY						
		VERY ACCESSIBLE . . . . .					NOT ACCESSIBLE	
		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rental Housing	168	1	0	4	25	33	69	36
Owner-Occupied	165	0	1	9	22	44	61	28

While the reasons for these problems are many, often these issues are made more critical by sudden changes in the level of population moving into or out of a particular region. Surveyed individuals were asked questions regarding the degree to which their local population has increased since the 1990 Census. Table 87, below, presents respondent opinions related to the percent change in the level of local population since the last census was taken. While a majority of respondents saw no change in population in the northeast section of the state, respondents in the northwest and southwest portions of the state sensed significant changes in population.

**TABLE 87**  
**SURVEY OF MONTANA'S HOUSING NEEDS**  
**CHANGE IN POPULATION BY GEOGRAPHIC AREA**

	NUMBER OF RESPONDENTS					TOTAL RESPONDENTS
	NE	SE	C	NW	SW	
Yes	4	11	17	28	29	89
No	13	6	19	10	18	66
<b>TOTAL</b>	<b>17</b>	<b>17</b>	<b>36</b>	<b>38</b>	<b>47</b>	<b>155</b>
(IF YES, THEN % CHANGE)						
AVG % CHANGE	7.5%	7%	11.13%	13.12%	10.93%	

Respondents were also asked about the impact of building and energy efficiency codes and zoning regulations on cost of housing. It is the opinion of the group that these types of public policy issues do not appreciably affect the cost of housing. The vast majority noted that these had no effect on the cost of housing, one indicated that these types of actions decrease the cost, and 10 to 13 respondents noted that these actions can increase the cost. One can deduce that these policies can increase the initial cost of housing modestly. Table 88, below, presents this data. Least cost planning areas related to electric and gas utility planning and resource acquisition activities have recognized that by increasing the energy efficiency of housing, additional up-front costs are placed on the structure. However, these costs typically pay for themselves over the life of the home through energy efficiency measures (increased ceiling, wall, or floor insulation levels, thermal pane windows).

**TABLE 88**  
**SURVEY OF MONTANA'S HOUSING NEED**  
**EFFECTS ON COST OF HOUSING BY PUBLIC AND PRIVATE POLICY ISSUES**

FACTOR	NUMBER OF RESPONDENTS							TOTAL RESPONDENTS
	DECREASE COST	NO EFFECT					INCREASE COST	
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Building Codes	1	1	11	72	44	19	13	161
Building Energy Efficiency Codes	1	6	12	67	49	13	11	159
Zoning Regulations	2	2	4	80	37	21	10	156
Financing Affordable Projects	0	18	21	58	23	28	11	159
Saving for Loan Down Payment	2	22	18	53	35	19	9	158

The impact on housing of building and zoning codes was approached from an alternate perspective. Respondents were asked if these types of public policy issues impact the *availability* of housing in their local jurisdictions. Table 89, below, presents the responses to this question, by geographic region. Note that nearly one third of the respondents felt that these public policies restrict availability of housing. In particular, respondents in the northwest region felt very strongly that building and zoning regulations tend to impact the availability of housing.



**TABLE 89**  
**SURVEY OF MONTANA'S HOUSING NEED**  
**DO BUILDING AND ZONING REGULATIONS**  
**EFFECT HOUSING AVAILABILITY,**  
**BY GEOGRAPHIC AREA**

	NUMBER OF RESPONDENTS					TOTAL RESPONDENTS
	NE	SE	C	NW	SW	
Yes	2	7	10	17	17	53
No	15	12	28	24	32	111
TOTAL RESPONDENTS	17	19	38	41	49	164

Respondents were also asked to review and rate the degree of need by various types of in-need groups. The results of these questions indicate that, given the incidence of certain types of in-need groups, some needs appear more critical in one area than in another. In Table 90, below, degree of need for the elderly and mentally or physically disabled is rated more urgent than those of the AIDS/HIV infected, the alcohol or drug addicted, and specific racial minorities. No clear opinion emerged from evaluation of the housing need for the homeless. One must emphasize that, given the wide disparity of need and economic conditions around the state, one local jurisdiction may have a severe need that is inconsequential in another.

**TABLE 90**  
**SURVEY OF MONTANA'S HOUSING NEEDS**  
**DEGREE OF NEED BY IN-NEED CLASSIFICATION**

GROUP	NUMBER OF RESPONDENTS						TOTAL RESPONDENTS
	SEVERE NEED		SOME NEED			NO NEED	
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Elderly	11	32	52	45	15	9	165
Mentally or Physically Disabled	27	33	35	34	25	12	166
Homeless	21	18	19	25	25	41	163
AIDS/HIV Infected	6	8	12	23	11	44	149
Alcohol or Drug Addicted	9	14	15	33	29	42	159
Racial Minority	11	3	13	38	31	38	163

Surveyed individuals were asked about the degree of need for certain types of rental assistance programs. Review of the data provides insights into such programs. Table 91, above, presents an evaluation of the degree of need by type of rental assistance program.

**TABLE 91**  
**SURVEY OF MONTANA'S HOUSING NEEDS**  
**DEGREE OF NEED FOR RENTAL PROGRAMS**

TYPE OF ASSISTANCE	NUMBER OF RESPONDENTS						TOTAL RESPONDENTS
	EXTREME NEED		SOME NEED			NO NEED	
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Rental Assistance	35	40	52	17	15	7	167
Production of New Rental Units	57	59	26	8	9	7	167
Rehabilitation of Old Rental Units	41	38	40	22	17	7	165
Acquisition of Existing Rental Units	27	32	32	34	15	11	155

As seen in the above table, all types of rental assistance are needed; nearly all are considered in extreme or nearly extreme need. This data confirms the notion, identified above, that there is a critical shortage of rental housing in Montana. In further quantifying the degree of need for rental housing, Table 92, below, presents the reported vacancy rates in rental housing, by general geographic area. Note that as one moves from east to west, the incidence of rental vacancies declines.

**TABLE 92**  
**SURVEY OF MONTANA'S HOUSING NEEDS**  
**REPORTED RENTAL VACANCY RATE BY GEOGRAPHIC AREA**

VACANCY RATE	NUMBER OF RESPONDENTS					TOTAL RESPONDENTS
	NE	SE	C	NW	SW	
10 +	1	0	0	0	1	2
9	0	0	1	0	0	1
8	1	0	0	0	2	3
7	0	0	0	0	1	1
6	0	0	0	1	0	1
5	4	1	5	3	6	19
4	1	1	2	2	2	8
3	2	2	4	1	8	17
2	0	3	8	3	9	23
1	6	9	17	28	19	79
TOTAL RESPONDENTS	15	16	37	38	48	154

With increases in population, declines in rental vacancy rates, and increasing needs for rental programs indicated, one may reasonably assume that affordably priced rental property is disappearing. Table 93, below, indicates what respondents feel has been the degree of change in rental prices since the 1990 Census was taken. But these statistics do not portray all the real problems being experienced in the state. Some areas have decaying housing stock, and declining rental prices. Table 94, also below, indicates the degree to which rental prices have fallen. Note that there does appear to be a contrast between the eastern and western portions of the state when viewing the data from this single perspective. None of the respondents indicated declines in rental prices in the western portion of the state.

**TABLE 93**  
**SURVEY OF MONTANA'S HOUSING NEED**  
**SUMMARY OF PERCENT INCREASE IN RENTAL PRICES**  
**BY GEOGRAPHIC AREA**

PERCENT CHANGE 1990-1993	NUMBER OF RESPONDENTS					TOTAL RESPONDENTS
	NE	SE	C	NW	SW	
0-4	2	3	3	1	1	10
5-10	6	1	9	4	11	31
11-19	3	1	4	3	7	18
20-29	0	5	11	11	11	38
30-49	0	0	4	5	6	15
50-69	0	2	3	7	4	16
70 +	0	0	0	4	1	5
TOTAL RESPONDENTS	11	12	34	35	41	133

**TABLE 94**  
**SURVEY OF MONTANA'S HOUSING NEEDS**  
**PERCENT DECREASE IN RENTAL PRICES**  
**BY GEOGRAPHIC AREA**

PERCENT CHANGE 1990-1993	NUMBER OF RESPONDENTS					TOTAL RESPONDENTS
	NE	SE	C	NW	SW	
0-4	2	2	1	0	0	5
5-10	1	1	0	0	0	2
11-19	0	0	0	0	0	0
20-29	0	0	0	0	0	0
30-49	0	0	0	0	0	0
50-69	0	0	0	0	0	0
70 +	0	0	0	0	0	0
TOTAL RESPONDENTS	3	3	1	0	0	7

Table 95, below, presents a summary of the reported rental prices, excluding local utility expenses, as reported by the respondents.

**TABLE 95**  
**SURVEY OF MONTANA'S HOUSING NEED**  
**SIMPLE AVERAGE OF REPORTED RENTAL PRICES**  
**BY GEOGRAPHIC AREA**  
(excludes water, sewer, refuse, and energy expenses)

	NE	SE	C	NW	SW
Efficiency	137.22	197.50	201.30	248.52	218.60
1 Bedroom	181.92	231.67	246.03	298.43	263.94
2 Bedroom	229.64	276.33	322.46	392.43	349.92
3 Bedroom	288.33	386.54	412.00	487.10	430.36

## **b. GENERAL NEEDS EVALUATION**

For the *Survey of Montana's Housing Needs*, respondents were asked to provide comment on several open-ended questions. The following presents a summary of these comments.

**QUESTION:** What opportunities for creating affordable housing in your area exist due to area market conditions?

### **RESPONSE SUMMARY:**

Respondents indicated that few opportunities for creating affordable housing exist due to the area's market conditions. They felt that current county, city, state, and federal organizations do not go far enough in alleviating the housing shortage in Montana. Further, the State needs to incorporate new programs and enhance existing ones to increase rental availability and home ownership. For example, a potential barrier to home ownership is that elderly persons who may need assisted living continue to live in large single-family homes. By creating living space for elderly persons between total independence and nursing home care, many homes can become



available for rent or for sale. Young families or larger families in need of more space would have the opportunity to buy or rent.

The high cost of land, lumber, and construction make housing projects in Montana expensive. Most housing projects cost over \$100,000. One respondent in Montana's Housing Survey defined "affordable housing" as having a value of less than \$100,000. Some Montanans feel that taxes and lack of investors in combination with limited lot availability contribute to Montana's housing problems. Taxes are reaching the point where some Montanans are having to move out of the area. Rental rates and present resale values reflect a seller's market that does not make it feasible to build or repair existing older housing. The banks are willing to help since interest rates are low, but financing and property taxes alone are a burden. Suggested solutions included freezing property taxes or providing a tax incentive to increase private investors' and developers' interest in building affordable housing.

In regard to single-family homes, the short supply of rental and multifamily housing has driven some area home prices up by 20 percent. Responses from landlords show a mutual feeling that many rentals already exist, but that state law gives tenants too much authority, which make it costly for landlords to collect rent or evict tenants. Therefore, some landlords are unwilling to invest in construction of new units. Instead, rent prices are increased, making available homes unaffordable to low income households. Interest rates are low, but down payment and closing costs are excessive burdens to those looking to buy.

**QUESTION:** What barriers for creating affordable housing in your area exist due to area market conditions?

**RESPONSE SUMMARY:**

Land cost, lack of sites in close proximity to services, shortage of rentals, and development costs in outlying areas all represent barriers to potential construction of affordable housing. Lots that are available are too expensive due to scarcity. The majority of people who can afford the high prices are newcomers who are bringing in high dollar equity gained from West Coast sales, thus pushing up the demand for local home sales and inflating home values. The demand for good home sites exceeds the supply.

The number of rental vacancies is low, and the high average purchase price of homes forces people to remain in rentals. Housing costs exceed the income level of most local prospective buyers. The majority of homes being built are expensive, larger, single-family homes -- especially for newcomers who are willing and able to pay higher prices. The direction that developers are taking makes it difficult for the elderly, single parents, and low- to moderate-income persons to find affordable housing.

Those who are able to find a house to rent or buy are often unable to afford it. Buyers find it especially difficult to finance a home with all the bank and government regulations and compliance issues. The limitations and/or restrictions on home ownership programs do not alleviate the high cost of housing for families on fixed incomes. The market condition and housing vacancy rates support persons who can afford to pay mortgages of \$650 or more. Without a loan, many prospective buyers are unable to fulfill down payment requirements.

**QUESTION:** What organization or institutional barriers to affordable housing exist in your area?

**RESPONSE SUMMARY:**

The way in which institutions and organizations handle and develop funding priorities or criteria for selecting housing projects does not expand safe, decent, and/or affordable housing where it is needed. City, county, state, and federal resources and programs are not adequate to address and identify housing problems. Many local and state program organizations and nonprofits lack the interest that is needed to initiate a program to deal with housing issues. Programs tend to focus on creating housing that is affordable to those earning 80 percent of the median income, rather than those on AFDC, etc. Local governments lack fiscal assistance and commitment. There are no zoning incentives, and no affordable housing requirements for new subdivisions. City zoning regulations prohibit and discourage mobile homes, in-fill, and multifamily development. Funds are lacking for rehabilitation of existing homes. Most rentals are old and landlords do not reinvest rental income in maintaining the interior or exterior of the structures. Taxes and sewer extension costs increase the expenses of building outside city limits, where land is affordable and regulations are more "friendly."

**QUESTION:** What things might best facilitate solving your area's housing problems?

**RESPONSE SUMMARY:**

Any significant solution to facilitate the affordable housing crisis will involve all sectors of the state. Financing from local lenders is required for both acquisition and development loans and permanent financing for home buyers. Specific barriers such as the application process, financing, and zoning restrictions will need to be addressed both at the local and state levels. Local banks need to look beyond seeking just CRA credits. The development of affordable housing is a capital-intensive business; therefore, the issuers of debt must be willing participants. Affordable housing is the key element of local infrastructure. There must be affordable housing to maintain local jobs. The economy is unstable and jobs are important to investing in housing or upgrading existing homes.

Since home prices can't be lowered, a tax incentive or some sort of builder's incentive would boost the sales of family units within the HUD mortgage limits. To counterbalance, HUD should raise the area limits. County officials can promote and assist in allowing construction of rental units that rent for prices commensurate with local area residents' incomes. Rental and down payment assistance should be offered to assist low income residents and elderly adults with rental disabilities. A thorough assessment of needs should be incorporated into a plan that addresses Montana's housing dilemmas in all categories.

**QUESTION:** Are there gaps in the delivery of programs and resources in your area?

**RESPONSE SUMMARY:**

Local governments are beginning to address the issue of efficiency of programs delivery and resources. HUD guarantees loans that can extend to \$75,500, but the average home selling price is \$114,603. Homes that are affordable (\$70-\$80,000) might not meet HUD housing quality guidelines. Non-profit organizations are over-extended in their ability to serve a population that is growing because of newcomers, and the private sector is slow to respond to Montana's housing needs. Programs need to be administered with consistency and simplicity. The general public is not aware of the programs available and those programs that are available lag behind in demand and are too complicated. Some individuals feel program requirements are too time consuming and difficult to understand.

The efficiency of programs is not the only resource that is failing. Transitional housing of any kind is lacking for homeless, HIV infected, handicapped, and drug and alcohol addicts. Most

federal programs make it too difficult to apply because of match fund requirements for the project, thus ignoring smaller communities with less money and a smaller population. Programs and resources need to be fully available to all in Montana.

Transitional housing of any kind is lacking for homeless, HIV infected, handicapped, and drug and alcohol addicted people. Most federal programs make it too difficult to apply because of match fund requirements for the project, thus ignoring smaller communities with less money and a smaller population. Programs and resources need to be fully available to all in Montana.

### **c. THE 1993 MONTANA HOUSING SURVEY**

The *1993 Montana Housing Survey* was designed to collect specific data from a randomly drawn sample of Montana citizens. The survey questions related to housing conditions, inventory, cost, demand, needs for assistance, and suggestions as to preferred policy directions.

Since the survey was drawn on a random sample, statistically valid generalizations can be made about the opinions of Montana's citizens, as well as about housing throughout the state. The sample selected was about 3,800 households; approximately 1,220 surveys were returned. Not all questions were answered with equal response rates.

The first issue requested related to type of general housing problems. Prospective respondents were asked to categorize the severity of each problem as it relates to rental housing and owner-occupied housing within their local communities in four basic problem areas related to Montana's housing stock: availability, affordability, suitability, and accessibility.

Table 96, below, presents a tabulation of these responses. Note that rental housing was considered by respondents to be critically short, with nearly 70 percent indicating extreme positions along the plentiful to short supply continuum.



**TABLE 96**  
**RANDOM SAMPLE OF MONTANA CITIZENS**  
**DEGREE OF HOUSING PROBLEMS BY TENURE**

		NUMBER OF RESPONDENTS					
		AVAILABILITY					
	TOTAL RESPONDENTS	PLENTIFUL . . . . .			SHORT SUPPLY		
		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rental Housing	1,094	17	20	36	102	165	265
Owner-Occupied	1,069	68	78	115	207	224	217
		AFFORDABILITY					
		UNDERPRICED . . . . .			VERY EXPENSIVE		
		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rental Housing	1,082	14	16	94	292	230	208
Owner-Occupied	1,066	9	23	85	284	239	249
		SUITABILITY					
		VERY SUITABLE . . . . .			NOT SUITABLE		
		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rental Housing	1,074	21	48	116	281	275	215
Owner-Occupied	1,046	43	124	233	368	164	76
		ACCESSIBILITY					
		VERY ACCESSIBLE . . . . .			NOT ACCESSIBLE		
		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rental Housing	1,021	11	19	36	153	201	375
Owner-Occupied	1,008	8	16	28	168	206	394

In regard to affordability, respondents indicated that rental and owner-occupied housing was moderately to extremely expensive, with responses heavily weighted toward "very expensive." In general, owner-occupied homes fared better in suitability ratings, with a sharp peak of opinions at the middle. This implies a very large stock of homes that, while structurally habitable, appear to need increased maintenance. Overall, Montana's stock of homes, both rental and owner occupied, have fairly significant accessibility problems.

These findings seem to indicate that Montanan's need and want more affordably priced homes, that the existing stock needs upgrading and rehabilitation, and that many more housing units need to be made accessible for Montana's disabled.

The sample of randomly drawn citizens were also asked to rank the degree of need for different types of in-need groups within their local communities. Table 97, below, presents the preliminary findings of this inquiry. All categories of in-need groups were classed as having at least some need; In regard to the elderly, respondents were weighted more toward higher levels of need, with over twice as many indicating severe need as no-need. While feelings related to housing needs of the disabled were similar, fewer people had moderate feelings and greater numbers had extreme opinions related to no need and severe need among this group. Here, opinions favored the higher level of need.

**TABLE 97**  
**RANDOM SAMPLE OF MONTANA CITIZENS**  
**DEGREE OF NEED BY IN-NEED CLASSIFICATION**

GROUP	NUMBER OF RESPONDENTS							TOTAL RESPONDENTS
	SEVERE NEED		SOME NEED			NO NEED		
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Elderly	100	143	233	266	159	107	43	1,051
Mentally or Physically Disabled	120	143	212	229	116	126	81	1,027
Homeless	176	118	136	157	104	181	163	1,035
AIDS/HIV Infected	68	50	67	165	88	200	324	962
Alcohol or Drug Addicted	65	73	118	223	121	185	201	986

Opinions related to homelessness were not uniform: there were large numbers of opinions at either extreme and in the center. The precise reason for this tri-modal response has not yet been evaluated, but there may be geographic preferences yet to uncover. In regard to the AIDS/HIV infected group, opinions were quite strong that there was little, if any, need. While this type of response could be interpreted as bias, one must recall that the AIDS/HIV infection problem is very small in Montana and is dwarfed by other more visible social demands. A similar, though less extreme position, is evident in regard to the alcohol and drug dependent.

Respondents were asked to classify the degree of need for a variety of housing programs. As in previous assessments, more low rent rental units and affordably priced single-family homes were considered as most important. Low cost group care for the elderly also was favored by a majority of citizens. Each of these is presented in Table 98, below.

**TABLE 98**  
**RANDOM SAMPLE OF MONTANA CITIZENS**  
**DEGREE OF NEED FOR HOUSING PROGRAMS**

TYPE OF ASSISTANCE	NUMBER OF RESPONDENTS							TOTAL RESPONDENTS
	EXTREME NEED		SOME NEED			NO NEED		
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Repair and maintenance assistance	145	171	238	207	130	73	72	1,036
Rental assistance	194	179	208	199	104	87	71	1,042
Construction of low-rent rental units	320	186	184	119	73	80	84	1,046
Rehabilitation of rental units	149	185	231	187	95	88	87	1,022
Rehabilitation of single-family units	161	185	215	220	94	74	72	1,021
Low-rent group care for elderly	231	213	203	178	88	61	57	1,031
Assistance for mobile home owners	141	121	183	204	114	117	118	998
Construction of affordable single-family units	322	237	156	136	72	61	58	1,042

Respondents were also asked to vote "yes" or "no" regarding whether building and zoning codes adversely affect the affordability and availability of housing in their area. A majority indicated that neither type of public policy adversely affected housing. However, these responses need to be evaluated on a substate basis. In rapidly growing communities, such arguments surface very often. Furthermore, very few counties in Montana have adopted zoning regulations and many counties in Eastern Montana have little subdivision review and inactive

or non-existent planning boards and staff. In the larger western towns, this is not the case. Results of this question are presented in Table 99, below.

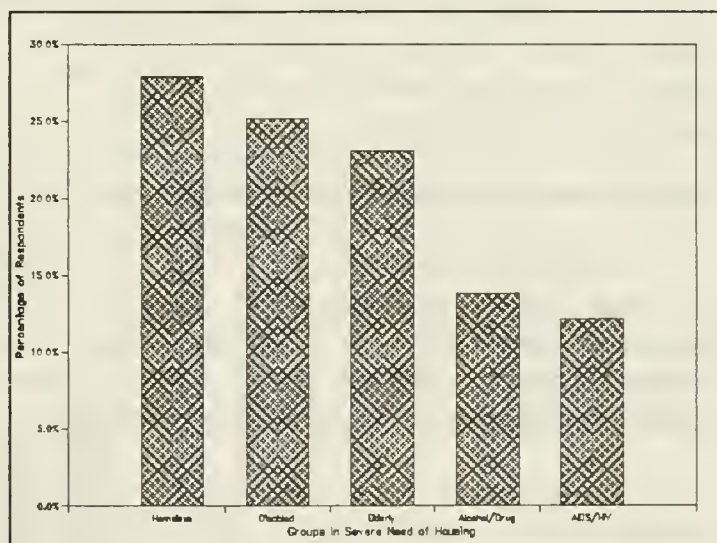
**TABLE 99**  
**RANDOM SAMPLE OF MONTANA CITIZENS**  
**ADVERSE EFFECTS OF BUILDING AND ZONING REGULATIONS**

	BUILDING CODES		ZONING REGS	
	YES	NO	YES	NO
Availability	264	767	314	725
Affordability	367	667	332	705

#### HOUSING NEED IN RESPONDENT'S LOCAL AREA

The survey investigated several groups that have historically needed housing assistance. Respondents were asked to rank the severity of need for each group including the elderly, mentally or physically disabled, homeless, AIDS or HIV infected, and the alcohol or drug addicted. Responses are highlighted in Diagram 35, at right. The apparent strong support for homeless housing may be misleading. Although 28 percent of the respondents perceived severe needs for the homeless, a higher percentage of respondents (33 percent) believed that homelessness was not a problem in Montana and therefore required no housing. Evidently, the strongest feelings in this issue

**DIAGRAM 35**  
**GROUP HOUSING NEEDS**  
**MONTANA HOUSING SURVEY**



congregated at either extreme, with fence opinions noting modest homeless difficulties. Such diverse opinions were not evident when stating housing needs for the elderly or the disabled. Here, a consistent response pattern was observed, with considerably fewer stating there was no need, and considerably more indicating a severe need.

The second most needy group are those who are mentally or physically disabled. As shown in Diagram 35, approximately 25 percent of the respondents stated housing for this group was in severe need.



Third, the elderly's needs were addressed. Twenty-three percent of respondents believed that a severe need existed for elderly housing. Despite the large number of older individuals in this sample, all age categories indicated that the elderly had need of housing. When controlling for the elderly (65 and older), the same percentage of respondents believed there was a need, and the elderly housing situation was still the third most important to respondents. Housing for both the elderly and disabled is also a matter of accessibility. For example, not only do the elderly or physically disabled need special handrails or ramps, they also need to be relatively close to retail and grocery shops, and medical services, especially if they do not drive.

Respondents were asked what groups other than those listed above were in need of housing in their area. The results of this open-ended question are given in Table 100, at right. The largest "other" groups in need of housing included the low income group, single parents, and students.

**TABLE 100**  
**OTHER GROUPS IN NEED OF HOUSING**  
**MONTANA HOUSING SURVEY**

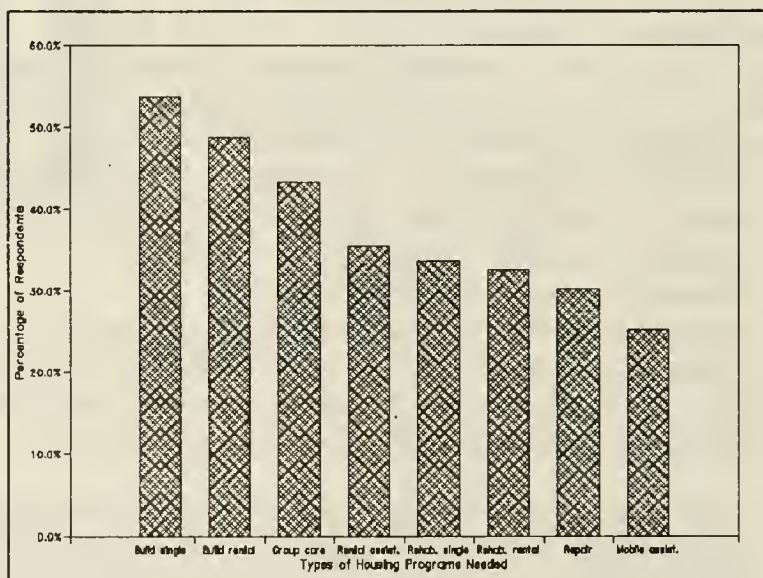
GROUP	NUMBER	GROUP	NUMBER
Low Income	162	Migrant/Seasonal Workers	8
Single Parents	42	Singles	8
Students	37	Minorities	6
Average/Working People	22	Abused Children/Spouses	5
Young Families	19	Teachers	5
Middle Class	17	Welfare Recipients	5
Young Couples	10	Unemployed	4

#### HOUSING PROGRAMS BELIEVED NEEDED

Respondents provided an assessment of the types of housing programs they believed were needed the most. Replies are tabulated on Diagram 36, at right.

Overall, there was a great demand for the construction of affordable new single-family units as well as the construction of low-rent rental units. Each of the programs will be discussed in detail on the following pages.

**DIAGRAM 36**  
**HOUSING PROGRAMS NEEDED**  
**MONTANA HOUSING SURVEY**



## REPAIR AND MAINTENANCE ASSISTANCE

A repair and maintenance assistance program ranks seventh out of eight listed programs in terms of need, with approximately 30 percent of the respondents stating an extreme need. This program interested those who rented their dwelling, with about 43 percent of renters citing a severe need for repair and maintenance assistance. This was twice as many when compared to respondents with owner-occupied homes. This implies that landlords and building managers may not provide adequate repair and maintenance to their rental units. About 6 percent of the respondents stated regulation of landlords would help to solve housing problems in their area.

There are, however, other cost issues to consider. As rental housing falls into disrepair, it is increasingly expensive for landlords to repair the unit. Unfortunately, because there may be a limited supply of housing, prospective tenants face a difficult market.

With demand for repair and maintenance assistance by respondents in their mid to early 30s, who typically have low incomes, the need appears directly related to respondent income.

## RENTAL ASSISTANCE

Rental assistance was selected fourth out of the eight programs as the most needed. It should be noted that only 18 percent of the respondents in this survey rented their homes. Thus, when controlling for owner-occupied homes, approximately 60 percent of the respondents strongly desired rental assistance.

Those in the very low and low income group and those in their early to late 20s tended to rent their homes, and thus, are very interested in this type of housing assistance. Additionally, when rent typically is more expensive, there is a greater tendency to desire this type of housing program.

## CONSTRUCTION OF LOW-RENT RENTAL UNITS

Approximately 49 percent of the respondents stated a severe need for this type of program, making this the second most needed housing program. Moreover, an additional 36 percent indicated there was at least some need for the construction of low-rent units. The need for low-rent rental units was also accentuated in the open-ended question regarding ways of solving the community's housing problems. Here, the third most common answer was the construction of rentals.

While respondents with very low and low incomes were more likely to state a great need for construction than the other income groups, the moderate and upper income groups did state some need. This is noteworthy because this need was perceived, albeit somewhat differently, in all income categories.

## **REHABILITATION OF RENTAL UNITS**

Comparing the responses from the previous construction section with a rehabilitation program shows that respondents were much more interested in, and needful of, construction activity. Slightly more than 30 percent considered rehabilitation an extreme need, making this the sixth (of eight) most important housing program.

Rehabilitation, however, was more important to those who rent than the entire sample population. With the low suitability ratings, and the average rental home approaching 45 years of age, it is not surprising that 49 percent of renters believed that rehabilitation of rental units was severely needed. As discussed previously, some landlords may purposefully neglect their tenant's needs for basic repairs and maintenance because market conditions allow it.

The respondents who supported such a program tended to live in houses that were older than average. The results also show that lower income groups more strongly stated a need for this program than those in the upper income group. Among the very low income group, slightly over 40 percent indicated an extreme need.

## **CONSTRUCTION OF AFFORDABLE NEW SINGLE-FAMILY UNITS**

Construction of affordable new single-family units was the most needed housing program indicated by respondents. Almost 54 percent of the respondents stated an extreme need for construction of affordable new single-family units. Only 11 percent of the respondents stated there was no need for this program.

The renters in this sample population were particularly likely to perceive a great need for construction of affordable units. Among the renters, 71 percent stated an extreme need, compared to 50 percent of respondents in owner-occupied homes. These renters were characterized by having a very low or low income. The interest for this type of housing peaked at the 30 to 34 year old group, and declined steadily throughout the remaining age categories.

## **REHABILITATION OF SINGLE-FAMILY UNITS**

The idea of rehabilitation of single-family homes did not rate highly in comparison to the other housing programs. Rehabilitation was only perceived as needed among 34 percent of the population. Respondents were much more interested in actual construction of new facilities. It is possible that rehabilitation of rentals as well as single-family units might displace respondents. With a short supply of affordable, adequate and suitable housing, these respondents might not be willing to move to have their homes go through a rehabilitation effort.

Although rehabilitation was very important to the individuals in the very low income group, it was also, but markedly less, important to individuals in the moderate income group.



## LOW-RENT GROUP CARE FOR ELDERLY

There was a strong perceived need for affordable group care for the elderly, with 43 percent of the respondents highlighting its importance. This makes elderly group care the third most important program, according to respondents. The need for this type of program was stated not only by the elderly, but by the younger cohorts. Specifically, among the 30 to 34 year olds, 52 percent stated there is a strong need for this type housing program. Additionally, individuals in the age group on the brink of retirement (55 to 59) also characterized an extremely strong need, with slightly under 50 percent stating a strong need of the elderly.

The needs of the elderly were revealed not only in this question, but throughout the survey. The elderly was the largest group attracted to the respondents' areas, they are perceived as needing housing as well as low rent group care.

## ASSISTANCE FOR MOBILE HOME OWNERS

There are believed to be limited mobile home sites in Montana. Some respondents found these limitations problematic. In an open-ended question, several respondents indicated that more mobile home sites would help solve housing problems in their area. Mobile home residents comprised 13 percent of the sample population and were the second largest group of residents aside from single-family homes.

Only 26 percent of the sample population stated assistance for mobile home owners was a severe need. Among the individuals who actually rent mobile homes, 61 percent perceived a great need of assistance as compared to only 48 percent of the owners of modular homes. This program may have been interpreted by respondents as a method of helping individuals to purchase a mobile home; it was not perceived as helping current mobile home owners.

## d. MONTANA HOUSING OPINION SURVEY

Recipients of this survey were selected from professions dealing with housing and land use planning issues. The purpose of the survey was to obtain opinions from all interested groups involved in housing regarding what factors foster affordable housing, and what factors act as barriers. At least one person representing the local government in each municipality and county was sent a questionnaire. All planners and administrators of housing rehabilitation and housing authorities were sent a questionnaire. Where a municipality or county was not represented by a planner or housing administrator, the mayor of the municipality or chairman of the county commission was contacted. In addition, a sample of one out of six bankers and all realtors and homes builders on the Comprehensive Housing Affordability Strategy FY93 mailing list were contacted. A total of 320 people received the mailed surveys.

In addition to the *Housing Opinion Survey*, each local planner and housing administrator was mailed a second questionnaire designed to gather statistical information about the housing

stock and the status of planning and land use regulation in the community. Ninety-three surveys and 40 supplements were returned.

Survey recipients were asked their perception of housing demand, supply, and the degree of interest by developers for providing six categories of housing in their community. Recipients were asked to rank the degree on a five point scale, with 1 being the lowest and 5 the highest. Table 101, below, presents the results of the survey.

**TABLE 101**  
**MONTANA HOUSING OPINION SURVEY**  
**RATED HOUSING DEMAND, SUPPLY, AND DEVELOPER INTEREST**

	DEMAND	SUPPLY	DEVELOPER INTEREST
Low-cost Housing to Rent	4.3	1.4	1.8
Low-cost Housing to Buy	4.1	1.5	1.7
Avg-priced Housing to Rent	4.1	1.6	2.0
Avg-priced Housing to Buy	4.0	1.8	2.4
High-end Housing to Rent	2.8	2.0	1.9
High-end Housing to Buy	2.9	2.6	2.7

Table 101 shows that the demand for low-cost and average-priced housing, both for rent and for purchase was perceived as extremely high. The demand for high priced housing was considerably less. The supply of low-cost and average-priced housing was scarce on a statewide basis. Paralleling the lack of housing supply was the respondents' perceptions that developers have little interest in meeting the demand for low and moderate priced housing. The disparity between demand for and supply of low and moderate cost housing is dramatic.

Of all respondents, 64 percent reported both highest demand and lowest supply of affordable housing. There was little difference in demand between rental or owner housing, but the most severe disparity between demand and supply was in low cost rental housing. Of the respondents who reported both high demand and low supply of low cost housing, 53 percent also reported that there is practically no interest by developers in producing low cost units. Only 23 percent of respondents reported equal supply and demand for high-end housing, 16 percent for average price housing and 7 percent for low cost housing. Those reporting equal supply and demand for low and average cost housing were very small Eastern Montana towns and communities with declining economies. Over 55 percent of the respondents reported a rental vacancy rate near 0 percent. Those who reported available housing were generally in Eastern Montana and the Hi-line area.

Although there were exceptions, most respondents believed that high construction cost of housing, particularly the high cost of building materials, was a major factor preventing low and moderate income families from obtaining affordable housing. High cost of land was cited frequently, especially by realtors and builders. Many respondents indicated that lack of employment or low paying jobs in the community were the reason why many families have incomes that are insufficient to purchase or rent good housing. Most felt that meeting down payments and closing costs was a barrier to most low-income households. Also, because of low

incomes, people are often unable to meet credit requirements or other qualifying criteria for purchasing a home.

Most respondents in all occupations felt that developers are not trying to build low cost housing because of current strong markets in higher-priced housing, coupled with the fact that low income housing provides a poor return on the investment. A fairly common observation was that willingness and capacity of higher-income non-resident home buyers to pay high prices and rents is driving up housing prices in many areas of Montana.

Respondents in all occupations believe that lack of available land is a problem, although there was a difference in perception as to why land is not available. Some cited the fact that their community is surrounded by public land, tribal land, or by private land where owners are unwilling to sell for housing development. Others cited the need to extend city utilities, or the fact that zoning does not provide enough available land, especially for multifamily and mobile home development.

Solutions commonly indicated by all occupations included providing more affordable financing, including rent and home subsidies, and raising the loan limits in RECDs Administration programs. Another fairly common suggestion was to provide assistance to builders and/or home buyers. Some respondents mentioned low cost loans, subsidies, or financing packages for developers of low-cost housing.

#### e. STATE-ADMINISTERED SECTION 8 HOUSING

An indirect measure of housing affordability and availability can be found by inspecting the Section 8 rental assistance waiting lists. In Montana, the list was last prepared on September 30, 1993. Table 102, at right, presents the number of households on the waiting list at that time. This list, while last purged on July 7, 1993, is open at all times.

**TABLE 102**  
**STATE-ADMINISTERED SECTION 8**  
**WAITING LIST**

BEDROOMS	NUMBER ON WAITING LIST
1 Bedroom	1,446
2 Bedrooms	2,381
3 Bedrooms	1,570
4 Bedrooms	178
5 Bedrooms	19
6 Bedrooms	3
<b>TOTAL</b>	<b>6,067</b>

Of those on the list, about 55 percent have one or more federal preferences. The complexion of the list is simply dependent upon those who apply. However, the upcoming decline in the number of available certificates and vouchers is expected to alter the makeup of the waiting list. These new influences are anticipated because units will be linked to family self-sufficiency program requirements and the fact that certificates and vouchers will be opened to single-person households. The latter is anticipated to swell the total waiting list to 10,000 households.

In FY 1992, the number of households on the waiting list numbered 5,250. Therefore, between 1992 and 1993, there was a 16 percent increase in the number of households on the



waiting list. This implies that the housing market is not providing enough affordably priced rental property to adequately handle demand and household formation. This leads to further pressure on rental prices.

As of October 1, 1993, Fair Market Rents (FMRs), the values determining the level of assistance provided to renters under Section 8 Housing, were adjusted downward by HUD. Most of Montana's communities suffered significant declines of nearly \$100 a month or more. This may contribute to the risk of homelessness for many people. The State intends to track Section 8 tenants to determine if reduced FMRs contribute to increases in homelessness.

#### **f. HOUSING NEEDS FOR LARGE FAMILIES**

Around the state of Montana, there appears to be an incidence of overcrowding; this is especially true for large related family households. While the incidence of overcrowding in all renter homes in Montana amounts to only 3.9 percent of households, this share expands to 26.7 percent of all large related families having overcrowded conditions. The extremely low- and very low-income large related households have an incidence of over 38 percent of all these households in crowded conditions. Large family homes are a pertinent need in Montana.

#### **g. SUMMARY**

The *Survey of Montana's Housing Needs*, conducted during FY 1993, indicated several distinct problems and a variety of options for overcoming deficiencies in the provision of affordable housing.

In general, these findings can be summarized as a critical shortage of rental housing and a severe shortage of owner-occupied homes. All income groups are adversely affected, with low-income persons being placed in the most compromising circumstances. In-needs groups are scattered statewide, but the elderly and handicapped have the highest incidence of need. There tends to be a high level of unsuitable homes and rental property as perceived by the public.<sup>52</sup> In addition, both rental housing and owner occupied homes are not very accessible for Montana disabled citizens. Further, the in-need groups are specifically the homeless, the elderly, and the mentally or physically disabled. Since the incidence of AIDS/HIV infection is relatively low in Montana, the public perceives little need for this type of housing and housing-related services. However, within local jurisdictions, these needs can contrast sharply. Also, rental and home prices are increasing significantly, with building and zoning practices affecting housing availability in areas with faster growing populations and active subdivision and zoning activities.

Few opportunities exist today for increasing the provision of affordable housing, but many barriers exist. These barriers include land prices, material costs, population migration, and zoning regulations. Service gaps exist. These relate to programs that provide additional

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<sup>52</sup> In general, Montana citizens take a more critical view of suitability than the CPS definitions.

support to the in-need groups. These service gaps can be partially addressed through current delivery systems, but most sources are under-funded.

The *Montana Housing Opinion Survey* confirmed the previous survey analysis. Rental housing is critically short throughout the state, and owner-occupied homes are not affordable. Furthermore, developers are largely uninterested in providing low-cost housing, whether for rent or purchase. Respondents indicated similar causes for the high cost of housing, such as building materials and land costs. Other indicators contributing to the lack of affordability are related to low paying jobs, an inability to meet credit requirements, and an inability to save for down payment and closing costs. The survey respondents indicated that prospective solutions relate to low cost financing, rent and home subsidies, and assistance to builders and home buyers.

The *1993 Montana Housing Survey*, through the canvassing of randomly selected citizens, revealed findings similar to the above two needs assessment results. There are critical shortages of rental housing, and severe shortages of affordably priced homes. There are significant needs for program support for the creation of low-cost rentals and affordably priced homes. Even Montana's Section 8 waiting list concurs with the above, as over 6,000 are now on the list, which is expected to rise to about 10,000 over the course of the next few years.

### 3. ESTIMATES OF HOUSING NEED BY INCOME

#### VERY LOW INCOME

There are nearly 40,000 households throughout the state that are considered very low-income renters; another 75,000 households are very low-income homeowners. The two income groups, comprising about 115,000 households, make less than 50 percent of the state's median family income, or less than \$14,000 per year. Of the low-income renters, nearly 10,000 are elderly one- and two-member households, over 13,000 more are small related households, and another 3,300 are large related households. Of homeowners, 17,150 are elderly. The majority of these groups have housing problems. Adequate housing suitable for habitation is not affordable for this group.

#### OTHER LOW INCOME

For the other low-income household category, those having incomes between \$14,000 and about \$22,500 per year, fewer households can be categorized. There are about 21,250 renter households and 56,000 owner-occupied households that can be considered other low income. Of the renters, 3,400 are elderly and nearly 2,000 are large families. Of the homeowners, 14,000 are elderly. This group is also having difficulty locating affordable housing that is suitable for habitation, due to shortages and high prices in the market.

## **MODERATELY LOW INCOME**

There are about 8,400 renter households with incomes 81 to 95 percent of the state's median family income, between \$22,500 and \$25,640 per year. Of these, 904 are elderly and 784 are large families. However, 27,033 of Montana's households fit the moderate income classification and are homeowners. Twenty-five percent of the large family renter households are experiencing housing problems; and 25 percent of those in the "all other owners" classification are experiencing housing problems. Again, these problems center on availability and affordability.

## **SUMMARY**

Of the 306,919 households in Montana, 45 percent of large family renters were having housing difficulties, according to the 1990 Census. Of the elderly homeowners, 66 percent were having some form of housing difficulty. Overall, 75 percent of all Montana's households make less income than the national average median family income of about \$36,000.

## **5. POPULATIONS WITH SPECIAL NEEDS -- OTHER THAN HOMELESS**

As households make less money, their likelihood of being homeless increases. Hence, the very low-income households are particularly vulnerable to increases in the unemployment rates, economic fluctuation and slowdown, and public policy issues.

As of October 1, 1993, assisted housing payments under Section 8 will be constrained. This is of particular concern to MDOC because additional very low-income persons may be placed at risk of homelessness. MDOC and SRS intend to track the capabilities of persons who fall away from Section 8 assisted housing and become homeless, as this service gap created by federal policy has direct implications on other forms of assistance programs.

Montana views this group of people in need of financial and personal counseling, job training (or retraining) and short term emergency services and supplies, such as food, and relief from energy or other utility costs.

### **a. NEED FOR SUPPORTIVE HOUSING**

The housing component of the Montana State Mental Health Division (Residential Services) includes the state's two mental health institutions: Montana State Hospital and the Montana Center for the Aged. One of the major emphases in the Montana Public Mental Health System Plan regarding the State Hospital is recognition of the need for improving the process of transition for patients going from the hospital to the community. This goal is outlined in the Public Mental Health System Plan:



The process of patient discharge planning at the hospital will be reviewed and updated. Formal discharge planning for each patient will begin at the time of admission to the hospital and will involve staff members from the hospital and the community mental health center that serves the patient's home community. This will help to identify the components of hospital treatment that will be important in helping patients prepare for a successful return to their home community. It will also help to identify the service and support that patients will need upon discharge from the hospital.

In addition, several hospital staff members will be designated "aftercare coordinators" and will be responsible for developing and updating an aftercare plan for each patient assigned to them, in conjunction with staff members from each region's community mental health center.

The mental health plan identifies an ideal system of community services for adults with severe and disabling mental illness. Housing for the mentally ill, one of the strategy areas, calls for the continuation of the 100 beds in group homes, and the addition of three group homes for mentally ill elderly persons (eight beds). The plan proposes the building of nine, one-apartment transition beds, and payment of rental costs for apartment managers at these sites. Emergency funds for 200 persons will be made available to assist clients with rent deposits, furnishings, and emergencies. A department staff person will be assigned to provide technical assistance in housing the mentally ill. These plans go along with the Mental Health Division's goal of encouraging the provision of supportive services in the "least restrictive, most natural and least disruptive setting possible."

Montana's Older Americans Act (1987) reaffirms the State's commitment to its older citizens. The act describes older Montanans as a valuable resource that it is not receiving sufficient services in all areas of the state. The act identifies the services needed by the State's elderly population, and plans are laid out for the following:

- develop appropriate programs;
- coordinate and integrate all levels of service;
- create a directory of available services and transportation to them;
- programs to facilitate self-care;
- physical and mental health care;
- legal programs;
- adult education, and
- research in aging.

The facilitator of elderly assistance is the Aging Services Unit of the Montana Department of Family Services. The office is responsible for developing and administering the state's plan on aging, develop an intrastate funding formula, representing the interests of the elderly in state legislative and regulatory bodies, and evaluating Area Agency on Aging activities.

While there are other segments of the in-need populations, such as the AIDS/HIV infected persons or those with alcohol or other drug dependence problems, and the State plans

to distribute funds to these groups, funding levels are in line with the relative size and severity of the problems in Montana.

While the state has about 140,000 persons over the age of 60, about 12,993 of these persons require assistance, in some form, for housing. Of those, 3,267 are estimated to be frail elderly.

## II.B. HOMELESSNESS IN MONTANA

### 1. SHELTERED AND UNSHELTERED HOMELESS

A study conducted for the Department of Social and Rehabilitation Services (SRS)<sup>53</sup> identifies two types of homeless: the *old homeless* and the *new homeless*. The old homeless are what most people think of when discussing the homeless. They are "typically white, unmarried males, around 50 years of age, who suffer from alcoholism and who are intermittently employed."<sup>54</sup> The second type identified by the study is the new homeless. Those are younger, include more women and families, and are more racially and ethnically diverse.

In the FY 1994-98 CHAS Five-Year Plan, homelessness was identified as a challenge that is being addressed in Montana's housing strategies. Yet the homeless population includes both a sheltered and unsheltered population. While the sheltered population might be more visible and available for studying, the unsheltered populations are more difficult to trace and research, a notion stressed in the SRS study and born out in the low numbers counted in the Census for Montana and other studies. Overall, the data offered on unsheltered populations in Montana has been relatively scarce. One way to deal with this difficulty is to draw some inferential conclusions based on data available on the sheltered homeless population. This is done below with the SRS study. However, a more accurate portrait of the unsheltered homeless population was provided through the SRS' 1994 Unsheltered Homeless Survey, the preliminary results of which appear below.

#### a. SHELTERED HOMELESS POPULATION

The SRS study examined the sheltered homeless population in the state of Montana on two different nights: December 2, 1992, and January 26, 1993. Moreover, the study utilized a survey of shelter directors and a voluntary questionnaire of those seeking emergency shelter. The study concluded that approximately 502 homeless sought shelter each day during December and January. The December count found 548 people, and the January count included 461. On each night, 16 people requesting shelter were turned away: two at the emergency shelters and 14 at the runaway youth shelter. Shelters turned people away due to lack of space or because of age and behavioral problems.

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<sup>53</sup> *The Sheltered Homeless Population of Montana*, 1993.

<sup>54</sup> *Ibid.*

The study also found that the homeless population consisted of 61 percent males and 49 percent females. Persons under the age of 19 made up 43 percent of total homeless population, with a majority of those under age 9. The mean age of the homeless population in Montana was 26. Native Americans, the second largest racial group in Montana, were disproportionately represented in the studied homeless population. While they constitute 24 percent of the sheltered homeless population, they make up only 6 percent of the total statewide population. Finally, the study presented the reasons for homelessness as cited by shelter directors and the clients of the emergency shelters. According to shelter directors, domestic violence, lack of job skills, and substance abuse were the leading reasons. According to clients of the emergency shelters, unemployment, moving to seek work, mental problems, and family breakup were the leading causes of their homelessness.

The SRS study targeted 17 emergency shelters, seven domestic violence shelters, eight runaway youth shelters, and eight voucher systems. Few of the shelters were in northeastern Montana, and none in the southeast. Most surveyed shelters were located in urbanized areas (six in Billings, five in Missoula, and five in Bozeman). A majority of homeless people (352) were served by emergency shelters, while 70 stayed in domestic violence shelters, 41 stayed in runaway youth shelters, and 23 utilized the shelter voucher system.

The mean age of the homeless population in Montana was 26. Individuals under the age of 19 made up 43 percent of the total sheltered homeless population, with a majority of that group under age 9. The study found that the homeless population consisted of 61 percent males and 39 percent females. Females made up a majority only in domestic violence shelters, with 67 percent (47 of 70 people). Adults between the ages of 20 and 49 represented 48 percent of the sheltered homeless population, most in their 30s. Only 9 percent of the homeless were over age 50.

Native Americans were disproportionately represented in the studied homeless population. They constituted 24 percent of the sheltered homeless population in this study, yet they make up only 6 percent of the total statewide population. Whites represented 72 percent of persons in these shelter facilities.

Finally, the study presented the reasons for homelessness as cited by shelter directors and the clients of the emergency shelters. According to shelter directors, domestic violence, lack of job skills, and substance abuse were the leading reasons. According to clients of the emergency shelters, unemployment, moving to seek work, mental problems, and family breakup were the leading causes.

Additional information about the homeless in Montana was collected through two questionnaires: the first was distributed to directors, and asked their opinion of the make-up and needs of their patrons; the second was offered only to emergency shelter clients, who completed the survey on a voluntary basis. According to the shelter directors, the average length of stay



at a shelter ranged from 8 to 20 days; clients stayed longest at domestic violence shelters, ranging from 20 to 37 days. Those using vouchers typically remained only 1 to 5 days.

Shelter directors indicated that the major reasons for an individual's or family's homelessness varied. Sometimes several factors conspired to force the person or household into homelessness. Table 103, below, presents the shelter directors' opinions of the percent of their clients citing the following major reasons for their homelessness.

**TABLE 103**  
**DIRECTORS' ESTIMATES OF REASONS FOR HOMELESSNESS<sup>55</sup>**  
**PERCENT OF CLIENTS HAVING FOLLOWING REASONS**

REASON CLIENT SEEKING SHELTER	ALL RESPONDENTS	DIRECTOR'S OPINIONS BY TYPE OF SHELTER			
		EMERGENCY SHELTER	DOMESTIC VIOLENCE	RUNAWAY YOUTH	VOUCHER SYSTEM <sup>56</sup>
Domestic Violence	34%	23%	100%	33%	3%
Lack of Job Skills	27%	33%	0%	2%	54%
Substance Abuse	23%	32%	13%	5%	26%
Can't Find Affordable Housing	20%	34%	10%	0%	13%
Deinstitutionalization	7%	11%	0%	4%	6%
Runaway Youth	6%	2%	0%	29%	0%
Public Assistance Problems	6%	13%	0%	0%	1%
Other	14%	8%	0%	24%	26%

Domestic violence was most commonly cited by shelter directors as the reason for homelessness, but job skills, substance abuse, and affordable housing followed closely. Respondents cited deinstitutionalization, public assistance, problems, other difficulties, and runaway youth less frequently as the reason for their homelessness. Note, however, that some shelters do not take in runaway youth. A similar question was asked of homeless adults at emergency shelters in the voluntary questionnaire. While the data is restricted to a single dimension, this segment of the homeless population provided interesting information. Table 104, on the following page, presents emergency shelter clients' reasons for their homelessness.

<sup>55</sup> Percentages may not add to 100 percent due to reasons for homelessness; multiple responses were allowed in the survey.

<sup>56</sup> Includes facilities offering food, clothing, and other basic necessities but do not operate a shelter of their own. Rather, they administer vouchers to homeless people so they can receive shelter at places such as local motels.

**TABLE 104**  
**REASONS HOMELESS PERSON LEFT LAST RESIDENCE**  
**EMERGENCY SHELTER CLIENT RESPONSES**

REASON	# at EMERGENCY SHELTER	% at EMERGENCY SHELTER
Unemployment	18	24%
Moved to Seek Work	15	20%
Other <sup>57</sup>	13	17%
Family Breakup	6	8%
Substance Abuse	5	7%
Eviction/Foreclosure	5	7%
Low Wages	4	5%
Family Rejection	4	5%
Inadequate Public Assistance	4	5%
Domestic Violence	2	3%
TOTAL RESPONSES <sup>58</sup>	76	100%

Homeless adults were most likely to identify economic-related reasons, such as unemployment or moved to seek work, as the cause of their homelessness. Unemployment in the homeless questionnaire translates to 'job skills' in the shelter director survey. Substance abuse was rated as a less frequent cause of homelessness by this type of respondent, while domestic violence was rated lowest by shelter clients. The difference between the two tables can be attributed in part to the limitation of the shelter client survey; i.e., it was available only to clients of emergency shelters and was completed on a voluntary basis. Montana's homeless are primarily in need of support services related to long-term job training and counseling. Shelter directors also cited transitional housing, permanent housing, and employment as in great need. The immediate needs of the homeless relate to affordably priced permanent housing, medical health services, food, and clothing.

According to shelter directors, emergency shelter (94 percent), food (91 percent), mental health (88 percent), medical health services (85 percent), clothing (85 percent), and help for substance abuse (85 percent) typically were requested by and available to. Education (79 percent), job training (76 percent), and disability services (61 percent) were listed by respondents as moderately available. But sufficient funding to fully respond to client needs is not available at all facilities.

In the *Survey of Montana's Housing Needs*, respondents were asked to review and rate the degree of need by various types of in-need groups. The results of this question indicate that, given the incidence of certain types of in-need groups, certain needs appear more critical in some areas than others. As indicated in the table below, the degree of need for the elderly and mentally or physically disabled is rated more urgent than those of the AIDS/HIV infected, the alcohol or drug addicted, or specific racial minorities. No clear opinion emerged regarding the degree of housing need for the homeless, as seen in Table 105, below. One must emphasize

<sup>57</sup> Several responses were mental illness.

<sup>58</sup> This may not equal the total number of persons responding to the question as they were asked to check all that may apply.

that, given the wide disparity of need and economic conditions around the state, severe needs differ significantly for each local jurisdictions.

**TABLE 105**  
**SURVEY OF MONTANA'S HOUSING NEEDS**  
**DEGREE OF NEED BY IN-NEED CLASSIFICATION**

GROUP	NUMBER OF RESPONDENTS							TOTAL RESPONDENTS
	SEVERE NEED	SOME NEED					NO NEED	
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Elderly	11	32	52	45	15	9	1	165
Mentally or Physically Disabled	27	33	35	34	25	12	0	166
Homeless	21	18	19	25	25	41	14	163
AIDS/HIV Infected	6	8	12	23	11	44	45	149
Alcohol or Drug Addicted	9	14	15	33	29	42	17	159
Racial Minority	11	3	13	38	31	38	29	163

#### b. UNSHELTERED HOMELESS POPULATION

The data contained within the SRS study pertains specifically to the sheltered homeless population, but analyzing it in further detail reveals some useful insights about the unsheltered homeless population.

The SRS study asked questions about the respondents prior stay. It was found that 40 percent of the homeless lived within county limits, 41 percent came from out-of-county, and 24 percent were from other states. Emergency shelters reported high percentages of out-of-state populations; domestic violence shelters reported mostly state residents. Homeless persons from out of state might contribute more to the unsheltered homeless population due to their lack of knowledge of available services.

The SRS study also asked questions about average length of stay at the shelter and also the length of time without a permanent residence. It revealed that parents with children tended to stay the longest; single adults, especially males, tended to stay the shortest amount of time. Building on this finding it could be inferred that the unsheltered homeless population will tend to have more males. The second part of this finding relates to the length of being homeless. It points out that about 38 percent of the respondents reported that they had been homeless from nine months to a lifetime, while 67 percent reported they had been homeless for less than nine months. What could be inferred from this is that long-term homeless populations might face the greatest possibility of being unsheltered more often and for longer periods of time. Overall, the homeless population who went without shelter, as reported in the SRS data, tended to be young males with higher levels of behavioral, emotional, and mental problems. They were the group most often refused shelter space, often because of these problems. In Montana, the number of unsheltered homeless also varies directly with weather conditions. While these influences are *not* highly conclusive (nor statistically reliable), they do provide for some initial discussions of Montana's unsheltered homeless.



Lastly, the major difficulty in assisting unsheltered populations is to be able to reach them; this requires a clear identification of their locations, and it requires an understanding, on the part of the homeless, of where to turn for help.

### 1994 UNSHELTERED HOMELESS SURVEY

During calendar year 1994, the Family Assistance Division of the SRS conducted a survey of unsheltered homeless individuals in Montana to better define rural homelessness and enhance the State's understanding of unsheltered homeless. The objectives of the survey were to conduct interviews with unsheltered homeless persons, analyze their situation and needs, and report findings to the SRS for planning and HUD compliance reporting. The goal of the survey was to enhance capabilities in forming policies and plans for assisting the unsheltered homeless.

In order to conduct an effective survey, a target population had to be defined. To filter out those homeless persons who were sheltered, the first survey question was where the individual had stayed the night before. If the answer was "in a shelter," the surveyors did not continue the interview. If the respondent did not stay in a shelter the prior night, the surveyor proceeded with the questionnaire. A "homeless" individual was defined as someone who did not have a permanent place to live. This included individuals who were living in a home of a friend or relative on a temporary basis as well as those people who were living on the streets.

Counting and interviewing an unsheltered homeless population is not an easy task. This is a group of people who, generally, do not stay in one place and have no permanent addresses where they can be contacted. The major concerns with conducting a survey of this type and gathering accurate data include duplicating people (over-counting) and under-representing (under-counting) the population. These concerns were taken into consideration when formulating the survey plan.

Volunteers conduct surveys in six different areas of the state: Billings, Glendive, Havre, Helena, Lewistown, and Missoula. Five of the surveys were conducted between August 22, 1994, and September 9, 1994. The other group (Helena) was done on October 10, 1994, through October 14, 1994. The short time-span allows some certainty that few if any people would be counted in two different cities, as there was not enough time for the individuals to migrate from one place to the next and be surveyed twice. In addition, a survey question requested identifiable characteristics of the respondent to make certain that duplicate individuals in the same town would not be counted. Surveyors asked for the name (or initials) and age of the respondent, wrote down the sex of the respondent, and wrote down the location of the interview. Another factor that helped assure no duplication was that the groups surveyed in the particular towns were often quite small, and the interviewer almost always conducted all of the interviews in that town, which would make it easy for them to keep track of who had already responded to the survey. After all of the data had been gathered for analysis, the factors listed above were checked for any duplication that might have occurred. No duplications were found.

The second main concern with this survey was making sure that the surveyors contacted everyone possible in order to have an accurate representation of the population. Options for conducting the surveys were to have service providers such as soup kitchens or food banks conduct surveys on the unsheltered homeless who come on site for services or going out in search of the unsheltered homeless people wherever they might be. The second option was selected in order to protect against under-representation of the unsheltered population. If the interviews were limited to those individuals who use services, the group of people who do not use services would have been missed. The surveyors targeted locations that are typical places for unsheltered homeless individuals to be, such as parks, campgrounds, streets, freeway underpasses, and lines outside of food banks.

At the conclusion of the survey, a total of 81 responses had been collected, the analysis of which follows. If any inaccuracy could be attributed to the survey's final count, it would have to be that the number is lower than the actual unsheltered homeless population in Montana. One of the factors that could have contributed to this potential misrepresentation is that some of the surveys were conducted at the beginning of the month, coinciding with some homeless persons receiving welfare or SSI checks, which, in turn, means that there could have been individuals who were out of reach of the surveyors because they could have been elsewhere spending their money. Another consideration is that when winter and colder weather approaches, many unsheltered homeless migrate to a warmer climate. This would likely be occurring in September and October, and could be the cause of a smaller number of respondents than if the surveys had been done in July, for example.

Various information was gathered in the 81 surveys. Eighty-four percent of the respondents were male and approximately 16 percent were female, as seen below in Table 106, below. Montana's unsheltered homeless population is mainly Caucasian. Of the total, 55 respondents were white, 18 were Native Americans, three were black, one was Asian, one was 'Other,' and three were unknown, as seen in Table 107, on the following page. The respondents represented all age groups. The youngest respondents were a 16 year old female, and a 19 year old male. There were 18 people in their 20s, 28 in their 30s, and 23 in their 40s. Seven respondents were over the age of 50; some of these people were not sure of their ages. One man gave two choices: 59 or 63.

**TABLE 106**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**SEX OF RESPONDENTS**

SEX	FREQUENCY	VALID PERCENT
Male	65	84.4
Female	12	15.6
Missing Data	4	MISSING
TOTAL	81	100.0

**TABLE 107**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**RACE OF RESPONDENTS**

<b>RACE</b>	<b>FREQUENCY</b>	<b>VALID PERCENT</b>
Asian	1	1.3
Black	3	3.8
Native American	18	23.1
White	55	70.5
Other	1	1.3
Missing Data	3	MISSING
<b>TOTAL</b>	<b>81</b>	<b>100.0</b>

Out of those respondents answering the question regarding their marital status, approximately 48 percent were single. The next largest group were those individuals who were divorced, with approximately 26 percent. Separated individuals followed with approximately 17 percent, and about 9 percent of respondents were married, as seen in Table 108. A majority of those surveyed, 59 percent, have never had children, and there were 14 people who reported having at least one child with them at the present time (see Tables 109 and 110, on the following page).

**TABLE 108**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**WHAT IS YOUR CURRENT MARITAL STATUS?**

<b>RESPONSE</b>	<b>FREQUENCY</b>	<b>VALID PERCENT</b>
Married	5	8.5
Separated	10	16.9
Single	28	47.5
Divorced	15	25.4
Other	1	1.7
Missing Data	22	MISSING
<b>TOTAL</b>	<b>81</b>	<b>100.0</b>

**TABLE 109**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**HAVE YOU HAD ANY CHILDREN?**

<b>RESPONSE</b>	<b>FREQUENCY</b>	<b>VALID PERCENT</b>
Yes	32	41.0
No	46	59.0
Missing Data	3	MISSING
<b>TOTAL</b>	<b>81</b>	<b>100.0</b>



**TABLE 110**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**IF YOU HAVE CHILDREN,**  
**HOW MANY ARE WITH YOU NOW?**

RESPONSE	FREQUENCY	VALID PERCENT
One	6	42.9
Two	4	28.5
Three	2	14.3
Five	2	14.3
Missing Data/no children	67	N/A
<b>TOTAL</b>	<b>81</b>	<b>100.0</b>

Approximately 1/3 of the homeless surveyed are veterans of the United States military. As might be expected, the homeless are not a group of people who have college degrees. Approximately 41 percent of the respondents have not completed high school, and about 43 percent of them reported having high school diplomas or GEDs as their highest degrees of education. Close to 13 percent have gone on for additional education -- having some college or vo-tech schooling, as seen in Table 111, below.

**TABLE 111**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**HOW MUCH SCHOOLING HAVE YOU HAD?**

RESPONSE	FREQUENCY	VALID PERCENT
Have not completed high school	24	41.4
Completed high school or GED diploma	25	43.1
Some college or vo-tech	8	13.8
Other	1	1.7
Missing Data	23	MISSING
<b>TOTAL</b>	<b>81</b>	<b>100.0</b>

It is interesting to note that only 1/3 of the respondents are native to the state of Montana and have been here for most of their whole life, as seen in Table 112, on the following page. The non-natives came from 20 different states, Canada, and Germany. The state of Washington seems to be the most popular origin -- 10 respondents reported it as their home state. When asked how long they have been in Montana, approximately 50 percent of the non-natives replied that it had been less than a year -- 20 people reported that they had been here for one month or less. Many people came to Montana in search of employment or to be with family and friends, others said that Montana seemed like a nice, peaceful, safe place to be, and some respondents said that they are just passing through or are stranded here, as seen in Table 113, below. An overwhelming majority of respondents (87 percent) would stay in the town where they were surveyed if they found a job there, and 80 percent would stay if they found a place to live.

**TABLE 112**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**ARE YOU FROM MONTANA?**

RESPONSE	FREQUENCY	VALID PERCENT
Yes	25	31.6
No	54	68.4
Missing Data	2	MISSING
TOTAL	81	100.0

**TABLE 113**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**IF NOT FROM MONTANA, WHAT BROUGHT YOU HERE?**

RESPONSE	FREQUENCY	VALID PERCENT
Got a Job Here	2	4.8
Looking for a Job	20	47.6
Stranded Here	1	2.4
Family/Friends	4	9.5
Just Passing Through	3	7.1
Looked like a Good Place in a Movie/Magazine/TV/etc.	1	2.4
Other	11	26.2
Missing Data/from Montana	39	N/A
TOTAL	81	100.0

Not surprisingly, most (94 percent) of the unsheltered homeless surveyed were unemployed. Many of the unemployed had been unemployed for less than one year. Most seemed willing to work, and wished they had a job. Only five respondents had jobs (fast food restaurant, seasonal harvesting, odd jobs, etc.) Other sources of income for the respondents were Social Security (8), food stamps (39), unemployment comp (1), AFDC (4), other (begging, collecting cans, etc.), 16. There were 46 people who would tell the surveyors what their monthly income was. Those responses ranged from \$0 to \$800, with 63 percent of the responses being \$150 or less.

Questions regarding alcohol and drug use were asked in the survey. A few respondents attributed their homelessness to drinking or drug use problems even though this was not asked as a specific question. Several respondents refused to answer the alcohol and drug questions and said, "its none of your business!" Of those that did answer, almost half said that they do not drink, and about 80 percent denied any drug use, as seen in Tables 114 and 115, below.

**TABLE 114**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**DO YOU DRINK ALCOHOL?**

RESPONSE	FREQUENCY	VALID PERCENT
Yes	31	56.4
No	24	43.6
Missing Data	26	MISSING
TOTAL	81	100.0

**TABLE 115**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**DO YOU USE DRUGS THAT ARE**  
**CONSIDERED ILLEGAL?**

RESPONSE	FREQUENCY	VALID PERCENT
Yes	11	20.4
No	43	79.6
Missing Data	27	MISSING
TOTAL	81	100.0

There were 11 people who said that they have more than five drinks each day, 11 people who have two to five drinks each day, and six people who have one drink each day. This is shown in Table 116, on the following page. Tables 116 and 117, below and on the following page, show that 11 people admitted to using drugs -- most of these respondents used marijuana when they could get it. One person said that he used marijuana, cocaine, LSD, and/or heroin a couple of times each week.

**TABLE 116**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**IF YOU DO DRINK ALCOHOL, HOW OFTEN DO YOU DRINK?**

RESPONSE	FREQUENCY	VALID PERCENT
One Drink/Day	6	21.4
Two to Five Drinks/Day	11	39.3
More Than Five Drinks/Day	11	39.3
Missing Data/Don't Drink	53	N/A
TOTAL	81	100.0



**TABLE 117**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**IF YOU USE DRUGS, WHICH DRUGS DO YOU USE?**

<b>RESPONSE</b>	<b>FREQUENCY</b>	<b>VALID PERCENT</b>
Marijuana	8	80.0
Marijuana and Cocaine	1	10.0
Marijuana, Cocaine, Heroin, and LSD	1	10.0
Missing Data/Don't Use Drugs	71	N/A
<b>TOTAL</b>	<b>81</b>	<b>100.0</b>

There was a wide variety of responses when the unsheltered homeless were asked about their unmet needs. As seen below in Table 118, among the responses of unmet needs were: clothing, education, food, transportation, housing/help finding housing, jobs/job training, availability of an employment office, and medical care (including dental care, medicine, and eyeglasses). Four respondents mentioned drug/alcohol counseling, and two mentioned mental health counseling. Five people expressed a need for vocational rehabilitation or physical therapy. Three respondents needed day care for their children. Only six respondents said that they have no needs that are not being met.

**TABLE 118**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**IN ADDITION TO SERVICES YOU ARE GETTING NOW,**  
**WHAT ELSE DO YOU NEED?**  
 (81 Respondents with 3 responses each)

<b>RESPONSE</b>	<b>FREQUENCY</b>
Clothing	39
Day Care	3
Disabled Services (Vocational Rehab/Physical Therapy)	5
Drug/Alcohol Abuse Counseling	4
Education	20
Employment Office	10
Food	20
Job Training	17
Medical Care	25
Mental Health Counseling	2
Transportation	7
Other	28
Missing Data	63
<b>TOTAL RESPONSES (81 X 3)</b>	<b>243</b>

As seen below in Table 119, only about half of the respondents said that they had seen a doctor within the last three years. Most of those doctor visits were for sicknesses or physical ailments, but a few people went for depression or other mental health problems, as seen in Table 120. below. A little over half of respondents had been tested for HIV, and there were no

respondents who reported that their results were positive. A small percentage of those who were tested did not know the results.

**TABLE 119**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**HAVE YOU SEEN A DOCTOR**  
**WITHIN THE LAST THREE YEARS?**

RESPONSE	FREQUENCY	VALID PERCENT
Yes	34	47.9
No	37	52.1
Missing Data	10	MISSING
TOTAL	81	100.0

**TABLE 120**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**IF YOU HAVE SEEN A DOCTOR WITHIN THREE YEARS, WHY?**

RESPONSE	FREQUENCY	VALID PERCENT
Physical Ailment	18	69.2
Depression/Other Mental Ailment	4	15.4
Other	4	15.4
Missing Data	55	MISSING
TOTAL	81	100.0

Because this survey was of unsheltered homeless people, by definition none of those people surveyed had spent the previous night in a shelter. The majority of respondents had stayed outdoors or in a tent outdoors. The next locale with a high response rate, approximately 23 percent, was in a car/van/truck/RV. Other responses were in empty buildings or with family or friends, as shown in Table 121, below. Only about 28 percent of respondents reported that they occasionally stay overnight in a shelter, see Table 122, below. This means that over 2/3 of this unsheltered homeless population are not using shelter facilities at all. The reasons given for using the shelters were warmth, showers, meals, and beds. Among the reasons given for not using shelters were cannot locate a shelter, lack of privacy there, too crowded, feel unsafe there, too many regulations, used up allotted number of days to stay there, feel "closed in" there, they are unclean, and that there are too many sick people there, see Table 123, on the following page.

**TABLE 121**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**WHERE DID YOU STAY LAST NIGHT?**

<b>RESPONSE</b>	<b>FREQUENCY</b>	<b>VALID PERCENT</b>
With Family	2	2.7
With Friends	3	4.1
Empty Building	4	5.4
Car/Van/Truck	17	22.9
Outdoors (Street/Park)	33	44.6
Tent	13	17.6
Other	2	2.7
Missing Data	7	MISSING
<b>TOTAL</b>	<b>81</b>	<b>100.0</b>

**TABLE 122**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**DO YOU OCCASIONALLY STAY**  
**OVERNIGHT IN A SHELTER?**

<b>RESPONSE</b>	<b>FREQUENCY</b>	<b>VALID PERCENT</b>
Yes	17	28.3
No	43	71.7
Missing Data	21	MISSING
<b>TOTAL</b>	<b>81</b>	<b>100.0</b>

**TABLE 123**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**WHY DON'T YOU STAY OVERNIGHT IN A SHELTER?**  
**(81 RESPONDENTS WITH 3 RESPONSES EACH)**

<b>RESPONSE</b>	<b>FREQUENCY</b>
Too Crowded	8
Feel "Closed In"	7
Feels "Unsafe"	7
Too Many Regulations	11
Lack of Privacy	11
Refused Admission	1
Exceeded Allotted Number of Days	1
Cannot Locate Shelter	16
Cigarette Smoke	1
Can Take Care of Myself/Don't Need Help	2
Got Turned Away	3
Too Noisy	1
Other	10
Missing Data	164
<b>TOTAL RESPONSES (81 x 3)</b>	<b>243</b>



All respondents were asked whether they had ever been turned away from a shelter for any reason. Approximately 63 respondents said that they had never been turned away when seeking to use a shelter facility, as seen below in Table 124. Those who had been turned away reported various reasons, such as having already used up their allotted number of days, drinking or drug use, lack of room, not following regulations, and fighting with others, as shown in Table 125, below. The most often cited food sources for the unsheltered homeless were churches, soup kitchens, food banks, fast food, food bought with food stamps, and dumpsters.

**TABLE 124**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**HAVE YOU EVER BEEN TURNED AWAY FROM ANY**  
**SHELTERS IN MONTANA?**

RESPONSE	FREQUENCY	VALID PERCENT
Yes	22	37.3
No	37	62.7
Missing Data	22	MISSING
TOTAL	81	100.0

**TABLE 125**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**WHY WERE YOU TURNED AWAY FROM A SHELTER(S)?**

RESPONSE	FREQUENCY	VALID PERCENT
Drinking/Drug Use	6	27.3
Fighting With Others	1	4.6
Lack of Room for You	3	13.6
Didn't Follow Regulations	3	13.6
Used Up Allowed Number of Days	7	31.8
Other	2	9.1
Missing data/Not Turned Away	59	N/A
TOTAL	81	100.0

When it comes to travel and transportation, close to 62 percent of those surveyed reported that they have no transportation at the current time, see Table 126, on the following page. Almost 2/3 of the respondents said that they move to another state during the winter months. Those who do not move reported that they stay with family or friends or look for some other place to stay in Montana. During the summer months it seems that about 3/4 of those surveyed travel around the state of Montana, and 70 percent of that travel was job-related -- for job searching or seasonal employment purposes. About half of the respondents report that they travel out-of-state during the summer, and again a large percentage of respondents listed the reason for this travel as job-related.

**TABLE 126**  
**1994 UNSHELTERED HOMELESS SURVEY**  
**DO YOU CURRENTLY HAVE TRANSPORTATION?**

RESPONSE	FREQUENCY	VALID PERCENT
Yes	23	37.7
No	38	62.3
Missing Data	20	MISSING
TOTAL	81	100.0

### c. COMMENTS ON SURVEYS FROM SPECIFIC AREAS

A concern in doing these surveys was that when a group of unsheltered homeless people were approached (in a line for a soup kitchen, for example), there might be some mimicking of answers -- a person would repeat the same things that a nearby person had just said. Responses were grouped by the location the survey was taken and examined to see if this was a valid concern. The results follow.

**Missoula surveys:** There were 20 surveys in this group. There did not seem to be any mimicking of answers within this group. Men were surveyed at approximately six different locations. A common trend in this group was that many of the respondents used the food bank as a food source. This group also had quite a few men respond that they need dental care or eyeglasses. The reason for this common trend would be that the questionnaires being used specifically asked respondents about the food bank and dental care. No questions were asked about shelters, so it is unknown if this group used shelters on occasion or not.

**Helena surveys:** There were 26 surveys in this group; one of them was incomplete. Surveyors seemed to think that this number of surveys was low, but accurate of the unsheltered homeless in the area. Reasons that they could not find many people to question were stepped-up law enforcement toward the homeless in this area and the approach of cold weather -- unsheltered homeless persons could either leave or freeze. There was no mimicking of answers except in two cases. One case was a male/female couple with a 10 year old boy -- their answers were the same, for the most part. The other case was two men, one is age 38 and the other is 43. They were both from Colorado and were staying in a van -- it appears that they knew each other.

Only nine people stated that they occasionally spend the night in a shelter. Most of these people were not in a shelter now because they used up the number of days they were allowed to stay. Only one of those who sought a shelter had ever been turned away because of fighting. Fourteen respondents did not stay in shelters. Most often cited reasons for this were a lack of privacy, feeling closed in, and too many regulations. Three of these 14 had been turned away because of drinking or drug use, and two of those also did not follow the shelter's regulations.

**Havre surveys:** There were 14 surveys in this group. Four respondents were questioned outside of a soup kitchen on the same day, and they all had unique answers to the questions. Three people, ages 16, 21, and 23, were questioned on First St. and most of their answers were exactly the same: they had not been homeless in the winter, needed to keep on the move, all of them drink, and they were all Native Americans. Answers that varied were ages, length of unemployment, length of time in Montana, and their initials. Their answers could have been very similar because they are all close in age, could be hanging out together, and they could have similar views on things. Only three out of fourteen people occasionally stayed overnight in shelters. All 11 of the people who do not use shelters say it is because they cannot locate them. Many of the respondents eat fast food, get food from soup kitchens or churches, or find food in dumpsters.

**Lewistown surveys:** There were four surveys in this group, one of which is incomplete. All respondents were female. There was no mimicking of answers, as all surveys were done at different times and places. None of the respondents stayed in shelters because none were available locally.

**Glendive surveys:** There were three surveys in this group and all respondents were male. There was no mimicking of answers. One person used shelters, one person could not locate a shelter, and the other did not like shelters because of lack of privacy, crowding, feeling closed in, and too noisy.

**Billings surveys:** There were 10 surveys in this group -- three women and seven men. There was no mimicking of answers. All 10 did not stay in shelters. Only four of the 10 had not been turned away from the shelter at some point in time. An accompanying letter from the housing director stated that these surveys were conducted close to the beginning of the month when many of the homeless had just been paid Welfare or SSI, so many of them may have been in bars or hotels/motels and out of reach of the surveyors.

## 2. HOMELESS POPULATIONS AND SUBPOPULATIONS

In accordance with HUD requirements and requests, the following CPS Table 1 presents a count of the homeless population. Sheltered homeless are from the HUD CHAS Databook and the SRS Sheltered Homeless Study. Unsheltered homeless counts are drawn from the preliminary analysis of the 1994 Unsheltered Homeless Survey. This latter data will be further evaluated, thereby better separating the Part 2, Subpopulations section.



**CPS TABLE 1**  
**U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT**  
**HOMELESS POPULATIONS AND SUBPOPULATIONS**

	TOTAL #		
Part 1: HOMELESS POPULATION	Sheltered Homeless (a + c + d)	Homeless Unsheltered (a)	Total
<b>FAMILIES with CHILDREN</b>			
1. Number Homeless Families			
2. Number Persons in Homeless Families	229		
<b>INDIVIDUALS not in FAMILIES</b>			
3. YOUTH (17 years or Younger)	33		
4. ADULTS (18 + years of Age)	224		
<b>TOTAL (lines 2 + 3 + 4)</b>	<b>486</b>	<b>81</b>	<b>567</b>
<b>Part 2: SUBPOPULATIONS</b>			
		% of Total	% of Total
<b>HOMELESS Persons with Service Needs Related To:</b>		<b>12</b>	<b>8</b>
1. Severe Mental Illness (SMI) Only		21	34
2. Alcohol/Other Drug Abuse Only		8	13
3. SMI and Alcohol/Other Drug Abuse		14	0
4. Domestic Violence		8	3
5. AIDS/Related Diseases		5	5
6. Other (specify)			

### 3. ANTI-POVERTY STRATEGY

The main thrust of Montana's anti-poverty activities included establishment of a task force to reform the state's welfare system. Executive Order 12-93 created the Governor's Welfare Reform Advisory Council. The advisory council examined the design and operation of public assistance programs to identify the circumstances that result in people living in poverty and needing welfare assistance. They explored alternatives to current programs through an in-depth review of welfare theories and national reform efforts, and developed a comprehensive reform proposal to meet the basic needs of recipients and provide resources necessary to maximize each recipient's opportunity to achieve independence. The proposal took the form of the Montana Department of Social and Rehabilitation Services' *Achieving Independence for Montanans Waiver Request*, completed in April 1994. The waiver request mapped out a path for cost-neutral welfare reform. The initiative, Achieving Independence for Montanans (AIM), includes the following:

- Establishing a Job Supplement Program to divert as many individuals and families as possible from AFDC;
- Replacing AFDC with a time-limited Pathways program;
- Requiring Community Service work for adults; and
- Changing the culture of the welfare office from one that emphasizes benefit issuance, to one that values the attainment of participant self-sufficiency.

The reforms are intended to divert Montanans at risk of becoming dependent on welfare and to encourage participants to become self-sufficient.

The next steps for AIM are to evaluate various portions of the initiative. Three types of evaluation are proposed: a process evaluation, impact evaluation, and benefit-cost evaluation. The process evaluation will document the way Montana's welfare reform policy was formulated and implemented. The results of this evaluation will be collected in a process evaluation report and "management letter" recommending actions to assure a more appropriate implementation. The impact evaluation will describe the anticipated and unanticipated effects of welfare reform. Lastly, the benefit-cost evaluation will use a cost model to document the financial costs and benefits of the reform and to calculate the cost neutrality.

The project will begin on October 1, 1995, in two counties: Lake and Lewis and Clark. In January 1996, Hill, Yellowstone, Rosebud, and Missoula counties will be added as pilot counties. These counties were selected to represent the diversity that will be encountered in statewide implementation. Activation of the AIM project will continue in five phases, each adding five or more counties.

#### **4. HOMELESSNESS -- A CONTINUUM OF CARE**

Breaking the long-term cycle of homelessness, tempered by short-term shelter, cannot be accomplished by building more shelters or facilities alone. Real help is enabling the homeless to rely on themselves. Besides a lack of shelter, homelessness involves a variety of unmet physical, economic, and social needs. A comprehensive, coordinated system of homeless assistance, a continuum of care, is comprised of a wide array of services, tools, and opportunities for the homeless. This continuum of care will include a prevention strategy and help the homeless in stages--to take them from an emergency shelter to permanent housing.

The first stage involves emergency shelters. Here the homeless are provided with immediate shelter and assessed in order to identify an individual's or family's needs. The second stage offers transitional housing and necessary social services. Included in these services are mental health and substance abuse counseling, vocational rehabilitation, education, family support, child care, independent living skills training, job training and placement, and employment opportunities where the homeless can both acquire and put to use new work skills. The final stage is permanent housing or permanent supportive housing arrangements. While all three stages may not be needed by everyone, the community will have them available as part of the coordinated, comprehensive plan.

The SRS study lists recommendations on how to improve the conditions of the homeless population. It charges the Department of the Social Rehabilitation Services (SRS) with the responsibility of ensuring the provisions of the 1990 National Affordable Housing Act in formulating the homeless sections of housing policies and strategies. Since the unsheltered homeless population shares similar needs with the rest of the homeless population, these recommendations are valid for both populations. These recommendations include:

1. Profile those who are homeless in Montana; identify the causes of homelessness throughout the communities in Montana; develop inventories of available services; and design action plans in emergency needs, permanent housing needs, and design strategies to prevent homelessness, for populations with special needs.
2. More coordination among the state and local providers of care for the homeless is needed and this includes additional training, workshops, etc. The provision of outreach programs is also needed.
3. SRS should develop a task force or coalition to generate on-going recommendations addressing the needs of the homeless population in Montana. This task force should include representatives from various groups and organizations who deal with the homeless.
4. SRS should devise a comprehensive state plan for addressing the needs of Montana homeless population. This plan should assess the number, the needs, various homeless groups with special needs, and an evaluation of available federal programs and funding. Such as a strategy would need to utilize the available resources and help mobilize the task force in its effort to combat homelessness.

## 5. HOMELESS PLAN DEVELOPMENT

In keeping with these efforts, SRS has begun the general formation of a plan to address the continuum of care for the homeless. However, it is subject to federal regulation and budget priorities, all of which are currently in transition. Still, the following currently summarizes the draft plan, while qualifying the appropriate federal mandates.<sup>59</sup>

Consolidation of the Emergency Shelter Grant and Supportive Housing programs probably will occur, and the Section 8 SRO Program may also be modified or incorporated with the above. The consolidation may begin in fiscal year 1996. For FY95, the total funding allocated to homeless would be over \$900 million, nationally. Priority for funding may go to applicants with a local advisory board and who have developed a comprehensive homeless assistance system. Under both bills, more than 50 percent of funds would be distributed to nonprofit organizations, unless there is a lack of capable, qualified nonprofits. Two percent of a state's allocation would be available for capacity building of nonprofit entities, and 15 percent could be used for the state's own homeless programs. For FY96, funding increases to over \$1.1 billion, nationally, are being considered. There may be a match requirement with nonfederal

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<sup>59</sup> As many of HUD's programs come up for reauthorization, the SRS's homeless assistance programs are also in a state of flux. The federal Senate and House of Representatives have yet to hammer out the details of the proposed legislative changes contained in companion bills.



funds. States might not be able to use their maintenance of effort toward the match. The allocation allows for a 10 percent administrative fee: 5 percent to states, 5 percent to state recipients.<sup>60</sup>

Homeless assistance funds would be split 70/30 or 75/25 between states and entitlement areas, with the latter receiving the larger share. Also, conditions would be set for states to use their allocated funds in entitlement areas. Between \$75 million and \$100 million may be allocated in FY95 to fund innovative homeless programs. Some of this money could be available for technical assistance, training, and startup funds.

If the legislation passes, Montana, as all other states, will be required to set up a homeless assistance advisory board. The board would assist the government recipient in determining such things as what entity should administer grant amounts, develop the application, and oversee activities. This particular group would then be charged with devising a homeless assistance strategy for inclusion in the Consolidated Plan Submission.

Eligible homeless program activities may include homeless prevention, emergency shelter, supportive housing, safe havens, shelter plus care, administration and capacity building, renovation, rehabilitation, conversion, support services (possibly with a spending cap), leasing, acquisition, operating costs, acquisition, construction, leasing, tenant assistance, outreach, and assessment.

The State of Montana, through the Department of Social and Rehabilitation Services, is required to ensure homeless services are implemented in accordance with federal laws and regulations.

## **NEEDS OF SUBPOPULATIONS AND PERSONS THREATENED WITH HOMELESSNESS**

As households make less money, their likelihood of being homeless increases. Hence, the very low-income households are particularly vulnerable to increases in the unemployment rates, economic fluctuation and slowdown, and public policy issues. As of October 1, 1993, assisted housing payments under Section 8 will be constrained. This is of particular concern to MDOC because additional very low-income persons may be placed at risk of homelessness. MDOC and SRS intend to track the capabilities of persons who fall away from Section 8 assisted housing and become homeless, as this service gap created by federal policy has direct implications on other forms of assistance programs. Montana views this group of people in need of financial and personal counseling, job training (or retraining) and short term emergency services and supplies, such as food, and relief from energy or other utility costs.

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<sup>60</sup> House Bill H.R. 3838 and Senate Bill S. 2049, summaries by the Council of State Community Development Agencies, June 29, 1994.

## C. NON-HOUSING COMMUNITY DEVELOPMENT NEEDS

### 1. DEFINITION OF NON-HOUSING CONSOLIDATED PLAN ACTIVITIES

There are three funding categories under Montana's CDBG Program: economic development, housing, and public facilities. Consistent with Congressional intent as expressed in the federal Housing and Community Development Act, the goal of the Montana Community Development Block Grant (CDBG) Program is to develop viable communities by providing decent housing, healthful and safe living environments, and economic opportunities, principally for persons of low and moderate income. This program is addressed within the CPS for the purposes of directing non-housing related community development activities.

Under the Housing and Community Development Act, CDBG recipients are required to "give maximum feasible priority" to activities that will:

- a. benefit low and moderate income persons;
- b. aid in the prevention or elimination of slums or blight; or
- c. meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community where other financial resources are not available to meet such needs.

In addition, the Act requires that 70 percent of a State's CDBG funds, taken as a whole, must be used for activities that principally benefit low and moderate income persons. The Montana CDBG Program has responded to this mandate by requiring that each applicant document that at least 51 percent of the non-administrative funds provided for a local CDBG project will be used for activities that are clearly designed to meet the identified needs of low- and moderate-income persons. Overall, Montana's CDBG Program averages over 95 percent benefit to low- and moderate-income persons, according to HUD standards.

Community development objectives for the State have been developed by the Montana Department of Commerce. *Each CDBG applicant must identify the State's community development objective(s) which its proposed project responds to.* The State of Montana has set 11 non-housing related issues that must be addressed. These are:

1. Provide funding to communities whose needs are greater than those of other communities and whose projects most effectively address local needs and the goal and objectives of the Montana CDBG Program.
2. Encourage meaningful citizen participation, including efforts to involve low- and moderate-income persons, in the selection, design, and implementation of local community development projects.
3. Ensure that CDBG projects result in sound investment in Montana's communities and are administered efficiently, effectively, and consistently with appropriate state and federal policies.

4. Encourage the recognition of potential environmental constraints on community development activities in order to avoid or mitigate potentially adverse impacts upon the human and natural environment.
5. Encourage coordinated long-term strategies for community development activities that are consistent with local planning efforts and capital improvements programming.
6. In order to increase the potential impact of limited CDBG funds, encourage the commitment and coordination of other available public or private resources for community development projects.
7. Encourage viable economic development projects that promote investment of private capital, expansion of local tax bases, and creation of permanent, year-round jobs principally for low- and moderate-income Montanans.
8. Encourage projects that will involve basic economic activities, including manufacturing, import substitution activities, or the distribution of Montana-made goods.
9. Encourage projects that involve the processing, refining, and marketing of Montana's natural resources.
10. Assist communities in providing appropriate and long-term solutions to serious deficiencies in public facilities that are detrimental to the public health and safety and detract from further community development, or that are necessary to meet other essential community needs.
11. Encourage community participation in the financing of public facility projects in proportion to local financial resources and capacity to share in project costs.

## **2. NON-HOUSING PROJECT CATEGORIES**

### **a. ECONOMIC DEVELOPMENT PROJECTS**

The economic development category of the Montana Community Development Block Grant Program, or the "Economic Development CDBG Loan Program," is designed to stimulate economic development activity by assisting primarily the private sector in order to create or retain jobs for low- and moderate-income persons. It further assists Montana's community and businesses by providing an important federal funding resource for significant local economic development projects that are intended to create or retain these targeted jobs.

Over \$2 million in CDBG funds, which are received annually from HUD, are intended to be used in local development opportunities where a funding gap exists and alternative sources of public and private financing are not adequate. These funds generally complement conventional business financing techniques and those of other federal programs, as well as State business loan programs administered by MDOC.

The Economic Development Division administers the Economic Development CDBG Loan Fund Program. The Division reviews applications from Montana's communities on a continuous open-cycle basis as long as funds remain available. Projects are selected by



considering overall feasibility, long-range economic impact, and the number of jobs that are made available to or filled by low- and moderate-income persons. Over the past five years, Economic Development CDBG Loan Funds of \$8,117,075 have leveraged an additional \$33,753,491 in other financing that assisted local community projects that created 657 jobs and retained 217 jobs.

Economic development projects funded by the program must meet at least one of the following adopted State objectives:

Encourage viable economic development projects that promote investment of private capital, expansion of local tax bases, and creation of permanent, year-round jobs principally for low- and moderate-income Montanans;

Encourage projects that will involve basic economic activities, including manufacturing, import substitution, or the distribution of Montana-made goods; and

Encourage projects that involve the processing, refining, and marketing of Montana's natural resources.

The Loan Fund Program provides federal financing to assist local community economic development projects. This is done principally through loans to for-profit businesses for the retention or creation of jobs, principally of low- and moderate-income residents within the assisted community. It works in cooperation with Montana community-based business expansion efforts and provides technical assistance and monitoring support to Montana businesses and community revolving loan fund operations. The program also has oversight on Montana's capital companies and works in conjunction with other business development assistance efforts of the Department's Economic Development Division.

## **b. PUBLIC FACILITY PROJECTS**

In public facility projects, CDBG funds are most often used in combination with other federal, state, or local funds to make public improvements affordable to low and moderate income families. *These projects must principally benefit low- and moderate-income persons.* Public facility projects can also include facilities designed for use predominately by persons of low- and moderate-income such as nursing homes, senior centers, mental health centers, shelters for battered spouses or abused children, or group homes for developmentally disabled persons. Projects designed to provide temporary, short-term housing (for example, transitional housing, homeless shelters, and emergency shelters) would also fall under the public facilities category.

## **c. COMPLEMENTARY ACTIVITIES**

A project may consist of one or more activities designed to substantially resolve a community development need. The principal activities must clearly be designed to address needs appropriate to the category applied for and must represent at least two-thirds of the non-

administrative project funds requested; other proposed activities should be clearly complementary to and in support of the principal activities in order to enhance the overall impact of the project in resolving the identified problem. For example, public facilities activities, such as water, sewer, or street improvements, can be included in a housing project that primarily addresses housing rehabilitation and demolition needs because the activities support an overall neighborhood revitalization strategy and are related to the project objectives. Examples of the types of activities that may be funded under each project category, as well as the special requirements and ranking criteria that are used to evaluate applications for each category, can be found in the separate chapters of these guidelines.

Projects may consist of one or more related activities within a general category. The activities that are eligible for funding under Montana's CDBG Program are limited to those set out by Congress in Title I of the Housing and Community Development Act of 1974, Section 105(a), as amended through October 28, 1992. These eligible activities pertaining to the housing and public facilities categories are summarized in Appendix C.3.

### 3. PUBLIC FACILITY DEVELOPMENT NEEDS

Over the years, the Montana Department of Commerce, Community Development Bureau, has experienced a broad array of requests for funding. Many of these were identified earlier in this report. However, in response to identifying the degree of infrastructure need, several actions were taken this past year. First, data from various state agencies were collected and tabulated; secondly, a brief survey was conducted. Both these efforts were focused on two public facility issues only: water/sewer systems, and landfills. The following discussion is designed to emphasize the degree and urgency of the infrastructure crisis in Montana, particularly in light of the fact that all the below are short range funding difficulties (those needing resolution within one to three years). Identified areas of need are by no means complete. Further, CDBG funding for infrastructure is the result of a competitive bid (and ranking) process.

#### a. WATER AND WASTEWATER PROJECTS

Table 127, below, presents a summary of Montana water systems in need of waste water quality improvements. As seen therein, the short range problem amounts to an excess of \$83 million. A key to Table 127 is **included at the end of the table.**

**TABLE 127**  
**MONTANA WATER SYSTEMS**  
**NEEDING WASTE WATER QUALITY IMPROVEMENTS**  
**FISCAL YEAR 1994**

NAME	CATEGORY	COST
Big Sky WWTP Improv.	I,II	\$5,000
Town of Stockett	I,IVA	\$250
City of Missoula S.W. Missoula	IVA	\$2,300

**TABLE 127**  
**MONTANA WATER SYSTEMS**  
**NEEDING WASTE WATER QUALITY IMPROVEMENTS**  
**FISCAL YEAR 1994**

NAME	CATEGORY	COST
City of Missoula Rattlesnake	IVA	\$1,000
Town of Lodge Grass Lagoon	I	\$300
Whitefish Co. W & S Dist.	IIIB,IVA,IVB	\$3,450
Westshore Co. W & S Dist.	IVA,IVB	\$700
St. Mary's WWTP/SCS	I,IVA,IVB	\$405
City of Thompson Falls Sewers/Inter.	IIIB	\$400
Powell Co. (Garrison)	I,IVA,IVB	\$320
City of Cut Bank	I	\$750
Big Arm WWTP/SCS	I,IVA,IVB	\$4,200
Town of Cascade Lagoon	I	\$350
Town of Frazer Inter./Lagoon	IVB	\$500
Town of St. Regis WWTP/SCS	I,IVA,IVB	\$2,400
Town of Seeley Lake WWTP/SCS	I,IVA,IVB	\$2,100
Town of Hilger	I,IVA	\$750
Town of Vaughn Lagoon	I	\$700
Fallon Co. W & S Dist./SCS	IVA,IVB	\$523
City of Missoula 39th St. Inter.	IVB	\$80
City of Missoula Cooke/Knowles/Eddy	IVA,IVB	\$500
City of Missoula Reserve St.Corr.Coll	IVA	\$4,510
City of Missoula W. Mullan Coll.	IVA	\$400
City of Red Lodge Collectors	IVA	\$150
City of Hamilton Sewers	IIIA,IVA,IVB	\$3,000
City of Great Falls Galt Ave. Inter.	IVB	\$640
City of Harlowton Rehab	IIIB	\$250
City of Helena WWTP Improv.	I	\$300
Cooke City WWTP/SCS	I,IVA	\$1,150
City of Lewistown SCS	IVA,	\$400
Town of Terry SCS Improv.	IIIB	\$1,700
Worden-Ballantine W&S Dist. SCS Imp.	IIIB	\$200
City of Plentywood Lagoon	I	\$315
Town of Belt	IIIB	\$500
City of Butte WWTP Improv.	I	\$1,300
Rae Co. W & S Dist.	I	\$700
Lewis & Clark Co. SCS (Helena Valley)	IVA,IVB	\$2,600
Town of Stanford Lagoon	I	\$210
Town of Huntley WWTP/SCS	I,IVA,IVB	\$483
Town of Shepherd WWTP/SCS	I,IVA,IVB	\$580
Stillwater Co. (Reedpoint)	I,IVA	\$700
Town of Valier Lagoon	I	\$420
Town of Brady Lagoon	I	\$250
Rocker Co. W & S Dist.	I	\$250
South Libby Flats Coll.	IVA,IVB	\$500



**TABLE 127**  
**MONTANA WATER SYSTEMS**  
**NEEDING WASTE WATER QUALITY IMPROVEMENTS**  
**FISCAL YEAR 1994**

NAME	CATEGORY	COST
Town of Troy Lagoon/SCS	I,IVA,IVB	\$3,800
Town of Box Elder Lagoons	I,IIIA	\$400
City of Belgrade	I,IVB	\$2,000
Town of Arlee WWTP/SCS	I,IVA,IVB	\$715
City of Hardin Interc. Rehab.	IIIB	\$3,500
City of Townsend	I	\$1,100
City of Wolf Point Lagoon Improv.	I	\$1,000
Lincoln Co. (Milnor Lake)	I	\$1,000
Lincoln Co. (Savage Lake)	I	\$1,000
Town of West Yellowstone	I	\$100
City of Dillon Interc.	IVB	\$470
Richland Co. (Savage)	I	\$420
Town of Victor WWTP Improv.	I	\$1,000
Lincoln Co. Septage Study	I	\$750
Town of Darby Lift Station	IIIB	\$100
Town of Martinsdale	I,IVA,IVB	\$900
West Glendive SCS	I,IVB	\$500
City of Missoula Mullan Interc.	IVA	\$1,270
City of Whitefish Interc.	IVB	\$420
City of Ronan Lagoon Improv.	I	\$500
Lincoln/Lewis and Clark Sewer Dist.	I	\$45
City of Shelby Sewers/WWTP Improv.	IIIB	\$500
Town of Columbus Lagoon	I	\$450
City of Big Timber WWT Fac.	I,IVA	\$1,200
Town of Brockton Lagoon	I	\$420
City of Red Lodge WWTP	I	\$630
City of White Sulphur Springs Lagoon	I	\$250
City of Harve Sludge Improv.	I	\$200
City of Laurel Drying Beds/SCS	I	\$160
City of Billings Aeration	I	\$500
Town of Boulder Storm Sewers	IVB	\$300
City of Billings Heights Coll.	IVA,IVB	\$2,000
City of Great Falls Storm Sewers	IVB	\$6,000
City of Missoula WWTP Improv.	I	\$150
<b>TOTAL</b>		<b>\$82,236</b>

CATEGORY	DESCRIPTION	CATEGORY	DESCRIPTION
I	Secondary Treatment	IVA	New Collectors
II	Advanced Treatment	IVB	New Interceptors
IIIA	I/I Correction	V	Continued Sewer Overflow
IIIB	Sewage System Replacement and Major Rehabilitation		

These are not the only systems that require improvement. Others also need help. The following table offers perspective on additional systems throughout the state that require assistance. These projects represent an additional \$59 million in short-term need.

**TABLE 128**  
**NEEDED WATER QUALITY IMPROVEMENTS**  
**FISCAL YEAR 1994**

<b>WATER DISTRICT NAME</b>	<b>IMPROVEMENT</b>	<b>CURRENT COST</b>
<b>DRINKING WATER PROJECTS</b>	<b>DESCRIPTION</b>	<b>(1,000s)</b>
Dillon	wells, storage	\$500
Neihart	treatment plant	\$750
Butte	treatment plant	\$6,500
Butte	storage, mains	\$1,000
Anaconda	wells, storage	\$1,000
Helena (Hale System)	well, storage, mains	\$1,300
Helena	replace mains	\$200
Helena (Eureka System)	new pump house	\$100
Columbia Falls	wells, storage	\$500
Ennis	storage, mains	\$1,000
Seeley Lake	treatment plant	\$1,000
Mountain Water Co. (Missoula)	storage, mains	\$862
Glasgow	treatment plant/pilot studies	\$150
Thompson Falls	storage modifications	\$50
Helena	storage	\$1,580
Kalispell	wells, mains	\$600
Butte (Big Hole)	source intake	\$75
Butte (Basin Creek)	structures	\$300
Butte (Moulton)	site work	\$1,000
Havre	plant piping, mains	\$100
Libby	treatment plant	\$3,000
Plains	wellhouse, transmission main	\$500
Bozeman	basin structures	\$1,700
Bozeman	mains	\$2,250
Great Falls	treatment equipment	\$680
Big Timber	water supply	\$50
Billings	treatment equipment	\$1,700
Billings	replace mains	\$1,800
Miles City	replace mains	\$75
Lima	transmission main	\$450
Bridger	replace mains	\$10
Mountain Water Co. (Missoula)	storage, mains	\$4,418
<b>WASTEWATER PRODUCTS</b>		
Evergreen	water quality standard violations	\$3,600
Hobson	plant upgrade, standard violations	\$50
Butte	plant upgrade (sludge standards)	\$800
<b>TOTAL</b>		<b>\$39,650</b>

## B. LANDFILL FACILITIES

### RECENT REGULATORY CHANGES<sup>61</sup>

Many American communities are faced with a garbage disposal problem. Americans generated over 195 million tons of municipal solid waste in 1990. At a time when there is a great need for landfills, some landfills are closing and the siting of landfills has become increasingly difficult due to public opposition. Federal, state, Indian tribal, and local governments have adopted an integrated approach to waste management. This approach involves three techniques: 1) source reduction (decreasing the amount of waste that must be disposed of by generating less waste to begin with), 2) increased recycling of materials, which recovers those materials rather than disposing of them, and 3) safer disposal through improvement of design and management of incinerators and landfills.

The U.S. Environmental Protection Agency (EPA) promulgated new regulations that apply to owners and operators of all municipal solid waste landfills that receive waste on or after October 9, 1993. These regulations set minimum standards that must be met. States and tribal units may develop their own permitting programs and submit them to the EPA for review and approval. These programs may differ from the EPA guidelines; they may be more strict, for example. The purpose of the new EPA regulations is to deal with the historic problems with landfills: ground-water contamination and difficulties in landfill siting. The regulations will help prevent ground-water contamination by existing landfills and ensure that new or expanded landfills do not contaminate ground water and thus become community burdens.

The regulations describe six categories of criteria for municipal solid waste landfills: location, operation, design, ground-water monitoring and corrective action, closure and post-closure care, and financial assurance. There are six location restrictions that apply to municipal landfills. If a landfill is located in a restricted area (airports, floodplains, wetlands, fault areas, seismic impact zones, and unstable areas), the owner/operator must show that the facility meets with the safety standards for that location. Certain operation standards apply to landfills. The owner/operator must, among other things, check for receipt of hazardous wastes, cover disposed solid waste at the end of each day, control populations of rodents, flies, or other animals capable of spreading disease to humans, check for methane gas emissions, protect air quality by not burning waste, control public access to the site, and control storm water run-on/run-off.

The criteria for landfill design apply only to new units and lateral expansions. Ground-water monitoring must be conducted at all municipal solid waste landfills. Corrective action must be taken if the ground water requires cleaning up. The criteria establish specific standards for all owners/operators to follow when closing a landfill and setting up a program of monitoring

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<sup>61</sup> Information taken from U.S. Environmental Protection Agency booklets, *Criteria for Solid Waste Disposal Facilities: A Guide for Owners/Operators*, EPA 530/SW-91-089, March 1993, and *Safer Disposal For Solid Waste: The Federal Regulations for Landfills*, EPA 530/SW-91-092, March 1993.



and maintenance during the post-closure period. Finally, the owner/operator must demonstrate financial responsibility for the costs of closure, post-closure care, and corrective action for known releases.

#### LANDFILL FACILITY SURVEY

It is recognized that significant change in landfill operation and cost is being incurred. As an eligible activity under CDBG guidelines, an informal telephone survey of 28 public and municipal landfills across the state of Montana was conducted to evaluate need. The survey questionnaire consisted of two general questions, each of which had three subparts. The first question was: Do you feel that your facility is currently in compliance with EPA regulations? If respondent answered "yes", a second question was asked. If the answer to the first question was "no", the respondent was asked for a description of the system improvements that need to be done, what the cost of this work would be, and an estimate of the completion date for the work. The second question was: Besides making improvements for compliance with EPA regulations, do you plan to make any other improvements at the facility? A "no" answer ended the survey. If the respondent answered "yes", they were asked what the improvements would be, what the estimated cost would be, and what the estimated completion date for the work was. Table 129, below, shows that most of the 28 facilities do plan to make some kind of changes at their facilities, mostly due to the need to comply with EPA regulations. Only 6 out of the 28 facilities reported that they plan to make "extra" improvements at their sites.

The information gathered from this informal survey shows that the total short-term investment needs of these facilities is \$5.8 million, as presented by facility in Table 129.

**TABLE 129**  
**MONTANA SOLID WASTE PROJECTS**  
**FISCAL YEAR 1994**

LANDFILL NAME	PROJECT DESCRIPTION	PROJECT COSTS	TIME FRAME (for completion)
	(all are in order to comply with EPA regs. X = extra project)		
Beaverhead County	finish closing old site/on-going monitoring	unknown	on-going
Big Horn County	X = new building for equipment	20,000	1995
Custer County	storm water retention pond liner	6,500 650,000	Fall 1994 1996-97
Daniels County	storm water retention pond	15,000	Spring 1995
	methane wells	5,000	Spring 1995
	water monitoring wells	30,000	Spring 1995
	on-going monitoring	11,000	yearly
Dawson County	storm water drainage	353,000	Spring 1995
	methane monitoring	unknown	yearly
	X = new building	60,000	Spring 1995
	X = chipper for trees	20,000	Spring 1995
	X = landfill compactor	140,000	Spring 1995

**TABLE 129**  
**MONTANA SOLID WASTE PROJECTS**  
**FISCAL YEAR 1994**

LANDFILL NAME	PROJECT DESCRIPTION	PROJECT COSTS	TIME FRAME (for completion)
	(all are in order to comply with EPA regs. X = extra project)		
Fallon County	financial assurances	10,000	yearly
Flathead County	closure/post-closure plan on existing landfill/lateral expansion	unknown	2000-01
Gallatin County (Logan)	No projects planned at this time	0	
Gallatin County (City of Bozeman)	waste screening, methane monitoring, liner, financial assurances, retention pond	1,000,000 +	end of 1995
Hill, Blaine & Chouteau	holding pond for storm water run-off	3,000	Spring 1995
Lake County	revegetate closed area	30,000	Nov 1994
	detention pond for run-off	18,000	April 1995
	update operational plan	10,000	end of 1994
Lewis & Clark County	post-closure at old site	120,000	1994
	monitoring	20,000	yearly
Liberty County	No projects planned at this time	0	
Lincoln County	methane monitoring wells	20,000	Spring 1995
	financial assurances	unknown	Spring 1995
Park County	methane monitoring wells	20,000	Oct 1994
Phillips County	X = new building for recycling	65,000	1996-99
Pondera County	monitoring wells	4,500	Fall 1994
Powder River County	No projects planned at this time	0	
Powell County	retention pond for water run- off, recontouring land topog	35,000	April 1995
Richland County	close old site/open new	225,000	May 1995
Roosevelt County	retention ponds at old site	150,000	Nov 1994
	X = new Class II and Class III sites	25,000	Nov 1994
Rosebud County	close old site/open new	1,205,000	1995
	monitoring	20,000	yearly
Sheridan County	need to update plans: operational, closure/post- closure, monitoring, financial assurances	100,000	Mid 1996
Silver Bow County	X = compost area	200,000	1996
Sweet Grass County	No projects planned at this time	0	
Toole County	Unknown	0	
Valley County	waste screening, update operational plan, methane monitoring	70,000	Dec 1994
Yellowstone County	storm water retention ponds	800,000	Mid 1995
	X = repair infrastructure at site	200,000	FY 1995-96
<b>TOTAL</b>		<b>5,843,000</b>	

#### 4. ECONOMIC DEVELOPMENT NEEDS

During the past 22 years, there have been at least 10 separate reviews and studies of Montana's community development position by various public agencies and private-sector consultants.

In 1970, the Bureau of Business and Economic Research of the University of Montana completed the *Montana Economic Study*. Samuel Chase, Jr. and the other authors of the study concluded that Montana was unlikely to regain its relatively prosperous economic position and was likely to fall even further behind. The authors cautioned, "We do not believe that a permanent order of priorities -- a grand design -- can or should be established with respect to state actions to remedy the situation." Instead a continuous, orderly process allowing Montanans to consider facts and express their preferences in light of changing economic realities was recommended. The report avoided making specific recommendations on how to address the challenge of low economic growth, but called for tax reform, governmental reorganization, and consolidation.

In August 1976, Governor Thomas Judge presented the *Montana Governor's Policy Initiatives* as representative of the areas upon which he anticipated the executive branch would focus its primary attention during the 1977-79 policy cycle. Specific policy and programmatic initiatives covered general government, community affairs, the economy and the environment, education, human services, public safety and protection, and transportation. The ultimate goal of the plan was to create job opportunities at a rate sufficient to provide employment for all Montanans by identifying areas suitable for increased economic growth and activity, taking into consideration the existing economic base, availability of materials and energy, labor market factors, transportation, existing market demand, and pollution-control requirements.

The *Montana Economic Development Project*, co-sponsored by the state government and the Montana International Trade Commission, began working to identify and analyze new economic development opportunities for Montana in spring 1982. By January 1983, a strategic plan for economic growth was produced with the help of McKinsey and Co. The plan, while never put into final form and published, was used as a framework in 1987 by the Governor's Council on Economic Development in the development of *The Next Century: Strategies for Advancing Montana's Economy*. The final summary draft of the 1983 McKinsey and Co. report contained detailed reviews of Montana's economic performance, an assessment of Montana's economic development assets and liabilities, and 22 specific recommendations to promote growth, including the Ambassadors business recruitment effort, more support for tourism promotion, increased investments in infrastructure, the formation of a science and technology committee, and a comprehensive tax study.

During the period from 1983 to 1988, several of the recommendations of the 1983 work were acted upon, with many more initiatives directed to sector-specific task forces or industries for further study. Published works during this period included the proceedings of a July 1986



*Conference on Montana's Economic Future* featuring Dr. David Birch, papers presented to a *Conference on Taxation and the Montana Economy* in September 1986, and the *Report of the Economic Transition Task Force to the Governor* in November 1986. On March 22, 1987, the *Great Falls Tribune* published a special edition insert with the results of a survey of Montana leaders that recommended a list of individuals most likely to lead Montana through the economic transition. This insert also contained a series of essays by Montana leaders and academics who voiced opinions about particular government policies.

In August 1986, Pacific Power published a target industry study of Northwestern Montana.<sup>62</sup> This study was the result of a research effort to identify industries with the best development potential for Lincoln, Flathead, and Lake counties in Northwestern Montana. The report is a compilation of geographic, demographic, and economic characteristics of that area.

The industrial economy of NW Montana is mainly manufacturing of lumber and wood products and aluminum production. The manufacturing sector was the third largest employer in the area in 1984. Agriculture in the area is mostly wheat ranching and some fruit growing. Trade (retail and wholesale) was the largest employer in 1984 -- about 23 percent of total employment for the area. Government employment was the second largest sector in 1984, and the service sector was expanding. The tourism industry played a significant role in the NW Montana area as well.

Pacific Power targeted three groups of industries for economic development:

- Industries whose products are imported into the area.
- Industries that exist locally and export products out of the area to markets that are expected to grow.
- Industries whose primary production inputs are available, although the industries may not be represented in the area.

The top industries that were chosen included plating and polishing, welding apparatus, miscellaneous plastic products, aluminum castings, fabricated metal products, boat building and repair, furniture and fixtures, wood partitions and fixtures, and tourism. These industries were selected as having the best prospects and highest potential for development in the NW Montana economic area.

In December 1988, the Montana Ambassadors (a private organization of business and university leaders) published *Partnership for Progress*, a report that summarized the opinions of the Ambassadors' membership on the Montana economy, analyzed the economy and its problems, and made a number of recommendations related to tax reform, education, capital availability, workers' compensation reform, and other key development issues.

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<sup>62</sup> Pacific Power & Light Company. *Target Industry Study: Northwestern Montana*, Portland, Oregon, August 1986.

Also in December 1988, the Governor's Council on Economic Development presented *The Next Century: Strategies for Advancing Montana's Economy*. The report drew upon previous work of McKinsey and Co., David Birch, and other expert advisory groups. According to Stanley Nicholson, "The hallmark of the report was the diagnosis that Montana now has two economies, the traditional resource-based sector that is declining and the new small business sector that is advancing."<sup>63</sup> The report recommended five strategies as crucial to Montana's economic future:

- Investing in the workforce;
- Encouraging and supporting entrepreneurship and business innovation;
- Building and maintaining physical infrastructure;
- Strengthening local government fiscal capacity; and
- Strengthening State fiscal capacity.

Additionally, the report presented 14 specific tactics to nurture economic development at the state and local levels and called for a review of the tax system. The tactics are summarized below, by category.

### **Workforce Investments**

1. Maintain and Enhance the Educational Attainment and Skills of Tomorrow's Workforce.
  - Teachers, parents and administrators should focus on the outputs of education -- what they want students in their community to know and be able to do as a result of their schooling -- rather than on the inputs. Courses of actions to pursue include: adopt and regularly upgrade school accreditation and graduation, give schools more discretion over education and administration, publish annual reports on the performance of public educational and private training institutions, provide performance bonuses to schools, allow parents to choose among public schools.
2. Strengthen the Earning Capacity of Poor People and Reduce Welfare Caseloads.
  - Compared to most other states, Montana takes relatively good care of its poor. But, it is less successful at removing the barriers that keep people dependent upon welfare. Social service agencies need to assess welfare dependents' personal and economic strengths and weaknesses and encourage them to choose appropriate routes toward independence, providing financial assistance along the way. Excellence of social service agencies must also be fostered through offering a wide range of competitive services under performance contracts.

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<sup>63</sup> *Ibid.*

## Entrepreneurship/Business Innovation

### 3. Increase the Visibility of Montana Entrepreneurs.

- This will draw attention to the opportunities in Montana for new business development. By recognizing entrepreneurship, a climate is created that fosters new enterprises and helps existing businesses to grow.

### 4. Assure the Availability of Management and Marketing Assistance for New and Expanding Businesses.

- New businesses often fail because they do not know how to succeed -- they lack the business management or market development experience necessary to stay in business. Help is available through the Business Assistance Division of the Montana Department of Commerce, through the Small Business Development Centers, through the Center for Entrepreneurial Studies at the University of Montana and through vo-tech school programs.

### 5. Appoint a Temporary Financial Services Commission to Review the Regulations Governing Competition in Montana's Financial Industry -- Including Intrastate and Interstate Banking -- Remove the Barriers to the Industry's Growth, and Increase Access to Capital for Montana Businesses.

- The Commission would develop a strategy designed to encourage modern, responsible banking innovation and provide Montanans the benefits of a competitive financial system. Currently, Montana banks invest a lower share of their assets in local businesses and individuals than do banks nationwide, and invest instead in low-risk, out-of-state income earning assets such as government bonds.

### 6. Harness the Resources of the Higher Education System to Promote Economic Development.

- High priority should be given to raising teaching and research standards, developing research capacity, and strengthening linkages with business.

### 7. Reduce Regulatory Barriers to New Business Creation.

- Re-evaluation of state regulations that once served valid purposes but may now pose a barrier to competition and new business development will ensure that these regulations still serve legitimate public purposes.

## Infrastructure

### 8. Improve Capital Planning and Budgeting.

- The state needs to modernize its capital budget to ensure that the full costs of projects are displayed, and it should consider the use of enterprise budgets to encourage efficiency and flexibility in infrastructure service agencies.



9. Strengthen Montana's Infrastructure Financing Capacity.
  - The most promising ways to strengthen financing capacity include user-fee backed revenue bonds, more effectively marketed debt, and more competitive underwriting.
10. Create a Water Rights Procedure That Facilitates the Transfer of Water Rights Among All Beneficial Users.
  - Water is a valuable economic resource. The state needs to clearly define water rights in terms of consumptive use, help local authorities develop procedures to market water, and integrate public trust values (recreational, environmental, etc.) into water markets.

### **Local Governments' Fiscal Capacity**

11. Create a Statewide "Local Government Finance Corporation"
  - The corporation would provide local governments with training on capital facilities planning and help cover the costs of that planning.
12. Employ User Fees Tempered with Low-Income Household "Circuit Breakers"
  - A "circuit breaker" is a form of a property tax credit to households, which is useful to pay a portion of a public project's cost that exceeds a predetermined fraction of poor households' income. This is done to overcome the common objection to user fees for publicly provided infrastructure services -- that they will be a hardship for low-income households.

### **State Fiscal Capacity**

13. Reduce Preferential State and Local Government Property Tax Abatements and Exemptions.
  - Montana sometimes promotes economic development through special tax inducements. One person's tax reduction is either another person's tax increase or the loss of a public service. Good tax policy is not the same as low tax policy.
14. Develop a Long-Term Tax Strategy That Contains Overall Tax Rates and Makes the Tax System More Neutral and More Equitable.
  - A comprehensive review of Montana's tax system is needed.

The May 1990 *New Directions* report commissioned by the Montana State AFL-CIO and prepared by the Corporation for Enterprise Development, a private consulting firm in North Carolina, presented another agenda for organizing Montana's human and natural resources to build a "first-rate state economy." The report recommended national leadership in programs for retraining older workers and for building foreign-language and cultural education into the curricula of schools and universities. The authors also criticized the tax breaks enacted in the 1980s to spur business development as largely ineffective, and recommended that some of those be reversed to help pay for the under-funded regular government programs and for their program recommendations.

## 5. SUMMARY OF NON-HOUSING COMMUNITY DEVELOPMENT NEEDS

Over the years, Montana's public facilities have gone underfunded. This has gone hand in hand with increasing federal mandates for more pure water, wastewater, landfill, and other public facility operations. Immediate short run needs for water, wastewater, and landfill enhancement exceed \$150 million. Earlier studies related to Montana's water systems have identified the longer term problems amounting to about \$360 million. All the other components of Montana's infrastructure are also having significant problems, and cannot be overlooked.

Fundamental to the notion of enhancing the public facilities and infrastructure is Montana citizens' financial ability to pay for these system enhancements. Through the discussion of economic status, presented early in the document, it was demonstrated that Montana's wages were lower than the national average by some \$5,731 per worker. When spread across some 457,000 employed persons, the total wage gap is substantial: \$2.6 billion. Also, Montana's manufacturing location quotient, an indicator of comparative advantage, is some 43 percent of the nation's. This latter condition means that Montana's manufacturing base is weakly connected.

## II.D. FIVE-YEAR FORECAST FOR HOUSING AND COMMUNITY DEVELOPMENT NEEDS

### 1. ECONOMIC DATA, EMPLOYMENT AND INCOME BY INDUSTRY

The following discussion addresses a forecast of employment and earnings by industry, unearned income, population by age and sex, and household formation annually through the year 2015. While presented here at the state level, all of Montana's 56 counties have similar annual forecast data. For the purpose of assisting local jurisdictions with planning issues, the county-level economic and demographic forecast is available from MDOC.<sup>64</sup> The data presented herein is in tabular form, in Tables 130 through 135, and is described below.

Statewide employment growth is expected to slow, falling from a 1.86 percent growth rate between 1967 and 1993 to a 1.14 percent rate of growth over the 1993 through 2015 period. This slower growth still has employment rising to nearly 600,000 by the year 2015. Employment in the agricultural sector continues to fall, shedding some 2,000 jobs over the period. The largest percent employment expansions will come from increases in retail trade and services, as presented in Table 130 on page 209. However, these wage sectors are typically some of the lower paying sectors. For example, retail trade workers made an average of \$12,970 in 1967, but by 1993 this had fallen in real terms to about \$11,049. This data is presented in Table 131, on page 210. Persons who remain employed in these lower paying sectors will continue to face difficulties affording adequate and suitable housing. Furthermore, while a short period of growth will occur in manufacturing employment, it will fall to below the 1993 level before the close of the forecast horizon. The traditionally higher paying industrial jobs will not keep pace with overall employment growth.

Total wage and salary income will rise over the forecast horizon, due to rising productivity and the lack of recessionary pressures. Earnings will increase from \$7.35 billion in 1993 to about \$11 billion (real 1987 dollars) by the year 2015, as shown in Table 132. Average real earnings per worker will increase over the forecast horizon, but, as noted above, earnings will not be equitably distributed over the economy. The net results indicate that per capita income will rise from about \$13,345 in 1993 to about \$17,380 (real 1987 dollars) by the year 2015. At least on the surface, it would appear that with greater rates of pay, the cost burden may ease, increasing the affordability of housing.

Statewide, population will continue to rise, placing continued pressure on the housing market. Population is expected to increase from about 839,000 in 1993 to about 882,410 in

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<sup>64</sup> The Montana Department of Commerce, Housing Assistance Bureau, can provide additional data pertaining to each county in the state of Montana and may be contacted by calling (406) 444-2804. Historic data, comprising the years 1969 through 1992, are from the U.S. Department of Commerce, Bureau of Economic Analysis, Regional Economic Information System. The most recent two years of this data is revised annually, with new benchmarks every five years; 1993 was a benchmark year and all data in this report reflect changes since data released in the FY94-98 CHAS. Forecast data was purchased from the National Planning Association Data Services, Washington, D.C. (NPA), and reprinted with their permission. This is their April 1994 forecast, with 1993 an estimated value.



2000, and to 972,540 by 2015, a higher rate of increase than anticipated last year. Furthermore, household formation will rise by over 89,160, with the steepest rises occurring within the 1993 through 1999 period, a 16 percent rise over last year's projection. These data are displayed in Table 133. Diagram 37, below, portrays the household forecast. As seen, another 26,750 housing units must come into the market within the next five years to meet the demand. If some parts of the population receive higher wages, prices will tend to follow demand. Those individuals without higher paying job skills will continue to face worsening housing affordability problems.

## 2. ANTICIPATED CHANGES IN HOUSING NEED

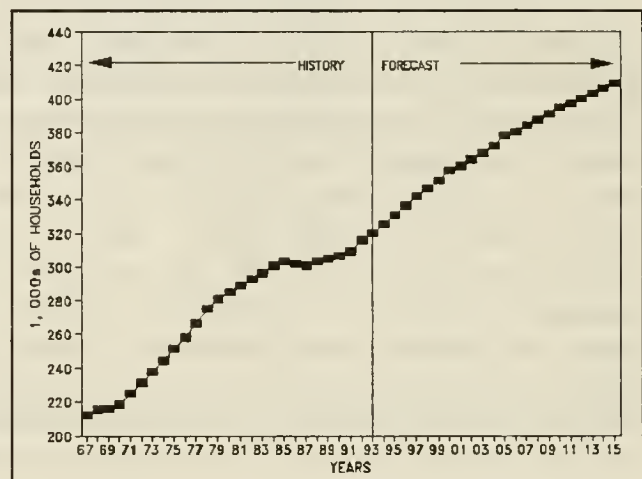
Montana does not see new types of housing needs arising over the forecast horizon. The needs addressed in previous Comprehensive Housing Affordability Strategy (CHAS) documents remain. However, the degree of need for those who are unable to ride the anticipated economic upswing will fall increasingly into housing stock that may have environmental hazards, may be unsuitable for adverse weather conditions, may be overcrowded, or have other substandard or unsuitability problems.

Current economic and housing market conditions favor middle to upper income households, where the purchase of single-family homes is strong and construction activity is good. Low- and very low-income households are experiencing the lower quality housing, are more crowded in their homes, face greater chances of having lead-based paint hazards, and see significant affordability problems. Market conditions are impeding the formation of affordable home ownership opportunities and are not generating sufficient rental housing to alleviate problems faced by renters. Low-income large families face overcrowding a majority of the time in several local communities. The needs of these low income groups remain unmet.

While short-term employment and population forecasts predict some slowdown in job growth, releasing some pressure on the housing market, current affordability problems will persist or worsen for both first-time homebuyers and low income renters, especially larger, low-income families into the foreseeable future.

Without significant market intervention, the direction of the housing market may pass by current in-need groups. These groups will therefore continue to go without affordable housing and may face increasingly difficult, overcrowded, unsuitable, or hazardous housing conditions.

**DIAGRAM 37**  
**HOUSEHOLD FORMATION IN MONTANA**



Economic theory suggests that market intervention actions that produce additional affordable home ownership opportunities or increase the supply of affordably priced rental properties will dampen the rising degree of need for affordable housing in the state.

Overall, Montana's affordable housing shortage, comprising some 25,000 units, is not expected to ease in the near future.

#### KEY FOR TABLES

FARM = Farming  
 AFF = Agriculture, Fishery, and Forestry Services  
 MIN = Mining, Both Mineral and Nonmineral  
 CONST = Construction  
 MFG = Manufacturing  
 TCPU = Transportation, Communications, and Public Utilities  
 WHOLE = Wholesale Trade  
 RETAIL = Retail Trade  
 FIRE = Finance, Insurance, and Real Estate  
 SRVC = Services  
 FED C = Federal Civilian Government  
 FED M = Federal Military Government  
 S&LG = State and Local Government  
 TOTAL = Total Employment  
 F SE = Farm Self-employed Persons  
 NF SE = Non-farm Self-employed Persons  
 W&S = Wage and Salary Employment  
  
 TOTAL POW = Total Earnings by Place of Work, Real 1987 Dollars  
 SSI = Social Insurance Contributions, Real 1987 Dollars  
 RADJ = Residence Adjustment, Real 1987 Dollars  
 DIR = Dividends, Interest, and Rents, Real 1987 Dollars  
 TP = Transfer Payments, Real 1987 Dollars  
 T POR = Total Income by Place of Residence, Real 1987 Dollars

**TABLE 130**  
**HISTORIC AND FORECAST EMPLOYMENT DATA - MONTANA**

1,000s OF JOBS

YEAR	FARM	AFF	MIN	CONST	MFG	TCPU	WHOLE	RETAIL	FIRE	SRVC	FED C	FED M	S&LG	TOTAL	F SE	NF SE	W&S	TOTAL
1967	41.04	2.23	5.63	15.47	23.48	18.41	9.42	45.38	11.27	47.65	12.36	15.22	35.37	282.93	29.19	31.42	222.32	283.00
1968	38.78	2.40	5.65	14.78	23.93	18.35	9.60	46.07	11.55	48.49	11.71	12.40	36.70	280.41	28.69	31.13	220.59	280.41
1969	38.71	2.28	7.03	14.52	25.70	18.86	10.47	49.14	19.17	51.65	11.80	11.17	37.95	296.45	28.43	43.24	226.78	296.45
1970	36.49	2.40	7.26	14.97	25.36	18.90	10.75	49.74	18.53	52.61	12.03	11.32	39.18	299.52	26.14	43.01	230.37	299.52
1971	38.96	2.65	6.08	15.68	25.05	18.98	10.88	51.36	18.24	54.79	11.84	11.43	41.58	305.54	25.73	43.90	235.92	305.54
1972	38.38	2.98	6.91	17.88	25.52	19.91	11.76	53.46	18.47	58.30	12.38	11.24	42.34	317.31	25.12	46.29	245.90	317.31
1973	35.94	3.10	7.50	18.88	25.91	20.67	12.22	56.51	20.88	61.37	12.20	11.88	43.79	330.62	24.74	48.87	257.01	330.62
1974	37.04	3.33	8.11	19.23	25.92	21.84	12.93	58.55	21.84	63.19	13.00	11.79	45.79	342.56	24.15	50.81	267.60	342.56
1975	33.82	3.21	7.27	18.99	24.65	21.81	15.63	57.49	21.75	65.47	13.54	11.22	47.71	342.55	22.91	52.08	267.56	342.55
1976	31.93	3.31	6.94	20.86	25.74	22.40	16.37	62.10	23.16	71.63	13.42	10.74	48.63	357.23	22.71	56.77	277.76	357.23
1977	30.41	3.40	7.24	23.22	27.32	23.37	16.92	64.93	24.66	75.59	13.24	10.18	49.78	370.23	22.77	60.45	287.01	370.23
1978	30.52	3.65	8.26	24.97	28.83	24.85	17.65	70.00	24.91	80.56	13.84	10.10	51.16	389.29	22.72	62.38	304.19	389.29
1979	32.17	3.56	8.75	23.86	29.05	26.34	18.52	70.50	24.82	82.31	14.00	9.78	51.24	394.89	22.67	61.09	311.13	394.89
1980	31.61	3.65	9.74	22.28	26.30	26.29	18.81	68.84	25.20	83.72	13.95	9.17	51.88	391.45	22.62	61.37	307.46	391.45
1981	31.27	3.93	12.53	21.05	25.11	26.40	19.14	69.65	26.15	84.75	13.64	9.21	51.04	393.88	22.53	63.16	308.19	393.88
1982	30.74	4.00	10.56	22.05	22.39	25.84	18.26	70.14	26.51	86.34	13.13	9.32	50.58	389.85	22.49	66.48	300.89	389.85
1983	32.97	4.45	8.77	22.86	24.23	24.52	18.02	71.36	26.78	89.74	13.06	9.58	51.17	397.49	24.04	69.56	303.89	397.49
1984	31.89	4.85	9.16	23.18	24.88	25.58	18.34	73.65	27.26	94.02	12.85	9.32	52.20	407.28	23.86	75.05	308.35	407.28
1985	31.86	5.13	8.09	21.49	24.29	25.49	17.50	72.78	27.04	97.18	12.88	9.59	52.58	405.88	23.94	76.80	305.15	405.88
1986	31.98	5.25	7.01	20.08	23.76	24.41	16.12	71.40	26.74	99.61	12.68	9.47	53.19	401.71	23.76	77.20	300.76	401.71
1987	32.34	5.73	6.97	18.18	23.48	23.84	15.84	72.05	25.89	102.97	13.16	9.70	52.78	402.91	23.55	77.05	302.31	402.91
1988	31.60	5.92	7.23	18.29	23.94	23.75	15.69	74.50	27.30	107.84	13.55	9.82	53.69	413.11	23.45	78.49	310.17	413.11
1989	31.40	5.68	7.18	19.05	25.07	24.02	16.48	76.66	26.74	109.22	13.78	10.56	54.36	420.17	23.76	77.23	319.18	420.17
1990	31.28	5.94	7.13	18.62	25.01	24.21	16.69	78.47	27.37	114.14	13.86	10.66	56.00	430.38	23.66	80.22	326.51	430.38
1991	30.81	5.97	6.75	19.85	24.43	25.16	17.08	80.36	26.28	115.42	13.19	10.44	57.22	432.91	23.57	75.15	334.19	432.91
1992	30.48	6.03	6.88	21.02	25.47	25.07	17.44	83.59	26.75	120.82	13.57	10.34	59.14	446.47	23.48	76.36	346.64	446.47
1993	28.71	5.77	6.16	21.87	25.36	24.89	18.12	88.45	26.75	129.23	13.40	9.52	59.14	457.36	21.63	77.50	358.23	457.36
1994	28.66	5.91	6.25	22.45	25.50	25.34	18.51	90.08	27.05	132.09	13.38	9.10	62.39	468.70	21.66	78.67	368.37	468.70
1995	28.85	6.09	6.39	23.25	25.87	25.98	19.05	92.40	27.54	136.28	13.28	8.74	63.12	476.82	21.86	80.49	374.47	476.82
1996	28.79	6.24	6.48	23.91	26.01	26.42	19.46	84.03	27.83	139.32	13.18	8.40	64.53	484.58	21.88	81.69	381.01	484.58
1997	28.80	6.39	6.60	24.65	26.21	26.91	19.90	95.84	28.18	142.82	13.08	8.05	65.05	492.47	21.94	83.07	387.48	492.47
1998	28.77	6.55	6.71	25.14	26.32	27.34	20.34	97.54	28.51	146.30	13.12	7.74	66.23	500.61	21.98	84.30	394.33	500.61
1999	28.69	6.70	6.81	25.60	26.36	27.72	20.75	99.04	28.79	149.50	13.15	7.51	67.24	507.85	21.97	85.38	400.50	507.85
2000	28.60	6.85	6.90	26.08	26.39	28.10	21.17	100.57	29.08	152.79	13.20	7.25	68.51	515.48	21.96	86.48	407.04	515.48
2001	28.43	6.99	6.98	26.50	26.35	28.40	21.54	101.85	29.30	155.69	13.24	6.99	69.25	521.51	21.89	87.36	412.25	521.51
2002	28.39	7.09	7.08	27.07	26.40	28.72	21.89	102.85	29.52	158.05	13.33	6.99	70.05	527.42	21.91	88.15	417.36	527.42
2003	28.30	7.20	7.18	27.63	26.42	29.02	22.25	103.82	29.74	160.39	13.40	6.99	70.90	533.24	21.91	88.92	422.41	533.24
2004	28.22	7.29	7.28	28.19	26.43	29.31	22.60	104.74	29.95	162.68	13.47	7.00	71.71	538.85	21.90	89.65	427.31	538.85
2005	28.14	7.40	7.37	28.76	26.44	29.62	22.95	105.70	30.17	165.05	13.55	7.00	72.54	544.69	21.89	90.43	432.37	544.69
2006	28.04	7.50	7.47	29.34	26.44	29.91	23.31	106.63	30.39	167.36	13.63	7.00	73.36	550.38	21.87	91.18	437.33	550.38
2007	27.98	7.61	7.57	29.93	26.42	30.22	23.65	107.58	30.61	169.74	13.71	7.00	74.16	556.15	21.85	91.94	442.36	556.15
2008	27.81	7.70	7.65	30.46	26.34	30.45	23.94	108.29	30.78	171.77	13.80	7.00	74.83	560.81	21.79	92.51	446.51	560.81
2009	27.64	7.75	7.72	30.99	26.24	30.68	24.22	108.96	30.93	173.75	13.88	7.00	75.48	565.28	21.71	93.05	450.52	565.28
2010	27.50	7.88	7.80	31.55	26.17	30.93	24.53	109.73	31.11	175.90	13.96	7.00	76.36	570.41	21.64	93.68	455.09	570.41
2011	27.40	7.94	7.85	31.98	25.98	31.12	24.84	110.70	31.35	178.20	14.05	7.00	77.03	575.44	21.62	94.30	459.52	575.44
2012	27.20	7.98	7.86	32.29	25.69	31.19	25.05	111.22	31.47	179.81	14.13	7.00	77.40	578.30	21.50	94.55	462.24	578.30
2013	27.00	8.01	7.88	32.60	25.40	31.26	25.26	111.75	31.59	181.45	14.22	7.00	77.85	581.27	21.38	94.81	465.07	581.27
2014	26.79	8.05	7.89	32.91	25.09	31.31	25.48	112.23	31.71	183.01	14.31	7.00	78.28	584.04	21.26	95.04	467.74	584.04
2015	26.57	8.08	7.89	33.20	24.79	31.38	25.65	112.69	31.82	184.54	14.40	7.01	78.67	586.65	21.13	95.25	470.27	586.65



**TABLE 131**  
**HISTORIC AND FORECAST EARNINGS BY INDUSTRY - MONTANA**

AVERAGE EARNINGS PER EMPLOYEE - REAL 1987 DOLLARS

YEAR	FARM	AFF	MIN	CGNST	MFG	TCPU	WHOLE	RETAIL	FIRE	SRVC	FED C	FED M	S&LG	AVG
1967	14270	8143	24036	22332	21298	23465	22704	12970	15971	12150	21187	11271	14048	15874
1968	15005	8050	24002	23281	21860	24280	22676	12841	16345	12154	22564	11807	14088	18335
1969	19783	13320	23988	25287	22381	25749	24096	13985	10635	13653	23588	11098	14811	17480
1970	22871	12717	24431	26226	22371	26138	24004	13955	10893	13814	25635	11884	15349	18120
1971	18708	13351	24896	26279	22921	27283	24110	14067	11910	13665	28648	12142	15695	17822
1972	29143	14547	25859	27239	23832	28431	24345	14483	12244	13933	27701	13278	16229	18570
1973	38397	15671	27049	26374	24016	28073	24823	14682	11086	13854	28566	13818	16844	20688
1974	28101	15384	28332	26015	24178	28511	25878	14191	10137	13580	27589	12881	16252	18228
1975	24356	15087	32521	28578	24708	28337	25385	14067	10692	13998	28693	12491	16988	18078
1976	13618	15882	30840	28314	25574	30442	25399	14158	11603	14454	27800	12847	17309	18448
1977	3697	11532	31228	28040	27229	30431	24970	13882	11490	14932	27745	12472	17392	17781
1978	18524	10721	31686	27663	28114	30652	25287	13656	12293	15098	26987	12150	17285	18953
1979	5292	11118	33885	28435	28728	30330	25117	13312	12525	15121	28845	11857	17373	18007
1980	4933	8811	35485	25860	27432	28400	24889	12650	12084	14732	25859	11334	18931	17444
1981	7867	8033	34227	24106	26845	29286	24295	12224	11454	14705	26187	11578	17188	17428
1982	7604	7435	33920	22703	25932	29802	23953	12048	10630	14578	26081	11785	18018	17083
1983	7229	9764	31754	21876	25581	29841	23191	12429	11180	14475	28441	11805	18435	18880
1984	1383	10144	30028	20284	25801	29832	23048	12447	10519	14509	27102	11480	18403	16325
1985	-3003	9606	30559	20690	25293	28752	22523	12496	9942	14452	27366	11424	18584	15798
1986	7936	8842	29134	21176	25142	28290	22270	12298	9882	14524	28356	11800	18232	16384
1987	9629	10894	28382	20169	24636	27780	21989	11579	11213	14388	26233	11587	18109	16257
1988	3618	8071	28952	19261	23798	28682	21632	11231	10932	14198	27032	11791	17579	15438
1989	13892	8878	28503	18501	23918	25781	21286	11099	9726	14329	28131	11855	17033	15887
1990	9833	9426	27042	18154	23117	24945	21053	10882	10095	14199	28165	11987	16882	15385
1991	14887	10322	31701	17998	23059	25649	21185	10662	10748	14177	27462	12391	18889	15933
1992	11406	10332	30546	19113	23079	28368	21597	10897	11068	14538	28030	12332	16898	15846
1993	11315	10482	31073	19410	23436	26738	21913	11049	11285	14743	28543	13112	16903	16058
1994	11498	10668	31650	19748	23841	27190	22324	11236	11484	14995	28658	13582	17156	16337
1995	11633	10828	32147	20006	24176	27540	22640	11381	11666	15191	28558	13983	17308	16528
1996	11704	10902	32475	20152	24364	27740	22819	11480	11778	15300	28512	14373	17480	18852
1997	11718	10958	32580	20211	24462	27821	22913	11491	11839	15345	28379	14785	17597	16707
1998	11746	11000	32724	20284	24577	27916	23015	11528	11807	15399	28229	15083	17707	18768
1999	11793	11067	32812	20398	24733	28068	23166	11591	12002	15488	28124	15443	17834	16861
2000	11872	11168	33213	20562	24959	28290	23369	11680	12123	15611	27985	15821	17962	16988
2001	11824	11230	33372	20678	25118	28453	23518	11742	12216	15700	27852	16222	18084	17080
2002	11873	11302	33568	20788	25280	28609	23672	11805	12312	15787	27875	16345	18213	17181
2003	12039	11365	33786	20922	25444	28802	23835	11877	12416	15888	27928	16485	18344	17294
2004	12101	11458	33964	21056	25631	28995	24003	11950	12523	15994	27980	16593	18474	17411
2005	12165	11528	34199	21194	25818	29178	24183	12023	12629	16095	28015	16683	18606	17524
2006	12231	11608	34372	21324	25994	28369	24348	12095	12732	16200	28051	16806	18734	17638
2007	12287	11678	34538	21452	26164	29544	24511	12165	12837	16299	28075	16917	18858	17748
2008	12352	11758	34727	21591	26344	29743	24689	12240	12942	16406	28093	17023	18968	17859
2009	12424	11840	34948	21732	26541	29944	24878	12320	13056	16518	28087	17129	19077	17977
2010	12513	11958	35203	21914	26771	30199	25102	12418	13193	16659	28093	17237	19198	18122
2011	12548	12026	35331	22027	26923	30353	25240	12477	13285	16746	28041	17320	19279	18202
2012	12583	12083	35496	22143	27075	30513	25387	12540	13380	16837	27987	17371	19329	18281
2013	12625	12170	35643	22271	27247	30693	25550	12610	13486	16938	27878	17426	19377	18369
2014	12668	12235	35816	22395	27432	30879	25718	12681	13588	17041	27780	17471	19422	18458
2015	12708	12309	36019	22522	27599	31053	25882	12749	13690	17140	27683	17495	19465	18544

**TABLE 132**  
**HISTORIC AND FORECAST EARNED AND UNEARNED INCOME DATA -**  
**MONTANA**

1,000,000s OF 1987 DOLLARS

YEAR	FARM	AFF	MIN	CONST	MFG	TCPU	WHOLE	RETAIL	FIRE	SRVC
1967	585.63	18.16	135.32	345.48	500.07	431.88	213.87	599.66	179.98	578.95
1968	581.89	19.32	135.61	343.80	525.51	445.54	217.69	596.21	188.78	589.33
1969	728.23	30.37	168.48	366.87	575.20	495.82	252.29	687.23	203.87	705.16
1970	834.58	30.52	177.37	392.61	567.33	494.01	258.04	684.11	201.85	726.74
1971	891.49	35.38	151.37	412.06	574.17	517.84	282.32	722.48	217.24	748.68
1972	1060.22	43.36	179.38	481.58	603.10	586.07	288.30	773.20	226.14	806.44
1973	1415.84	48.58	202.87	497.95	622.25	600.94	303.34	828.58	231.47	850.19
1974	1040.95	51.23	237.88	500.26	626.68	622.89	335.89	830.88	221.39	858.12
1975	823.71	48.43	236.43	504.71	609.08	618.04	396.45	808.74	232.55	916.31
1976	434.82	52.90	214.03	590.63	658.28	681.90	415.78	879.22	268.73	1035.35
1977	112.42	39.21	226.09	651.10	743.90	711.17	422.48	900.09	283.34	1128.73
1978	504.31	39.13	261.72	690.74	810.52	761.69	446.31	855.85	306.23	1216.11
1979	170.24	39.58	296.49	630.75	834.54	798.90	465.17	938.51	310.86	1244.63
1980	155.94	32.16	345.33	577.86	721.45	772.93	467.79	870.86	304.01	1233.36
1981	246.00	31.57	428.86	507.43	674.08	772.61	466.00	851.37	299.52	1246.24
1982	233.74	29.74	358.19	500.60	580.62	770.09	435.66	845.02	281.79	1258.70
1983	238.33	43.45	278.48	495.52	619.34	731.70	417.81	866.80	289.40	1299.00
1984	43.47	49.20	275.04	469.77	644.51	757.88	422.70	818.71	286.74	1364.11
1985	-95.69	49.28	247.22	444.63	814.37	732.88	394.16	909.49	269.84	1404.41
1986	263.80	48.42	204.23	425.21	597.37	690.55	359.00	878.08	264.25	1446.76
1987	308.17	62.42	197.82	368.87	578.45	861.80	348.30	834.28	290.30	1491.57
1988	114.32	63.70	209.32	352.29	569.72	633.70	339.40	838.71	298.45	1531.09
1989	436.21	61.00	204.08	352.44	589.58	618.77	350.86	850.82	260.08	1565.04
1990	307.58	55.99	192.81	356.19	578.15	603.93	351.38	838.22	278.28	1620.65
1991	461.14	61.62	213.98	357.26	563.34	645.32	361.42	856.80	282.25	1636.30
1992	347.85	62.30	204.05	401.75	587.81	661.05	376.68	810.86	296.07	1757.98
1993	324.85	60.48	191.41	424.50	594.33	665.51	397.07	977.24	301.33	1905.30
1994	328.53	63.05	187.81	443.35	607.94	688.00	413.21	1012.13	310.63	1980.68
1995	335.62	65.94	205.42	465.15	625.44	715.48	431.30	1051.56	321.29	2070.23
1996	336.97	68.03	210.44	481.83	633.72	732.90	444.05	1077.61	327.79	2131.63
1997	337.50	70.02	215.03	498.20	641.15	748.65	455.96	1101.33	333.81	2191.54
1998	337.92	72.05	219.58	509.93	646.86	763.21	468.13	1124.41	339.47	2252.92
1998	338.33	74.15	224.13	522.20	651.95	778.04	480.70	1147.93	345.63	2315.18
2000	338.55	78.50	229.17	536.25	658.68	794.94	494.72	1174.67	352.55	2385.19
2001	338.99	78.50	232.94	547.96	661.86	808.06	506.57	1195.96	357.93	2444.26
2002	339.78	80.13	237.66	562.72	666.87	821.88	518.19	1214.10	363.45	2495.14
2003	340.71	81.83	242.58	578.08	672.23	835.84	530.33	1233.02	369.26	2548.27
2004	341.48	83.53	247.28	593.57	677.43	848.84	542.46	1251.69	375.06	2601.81
2005	342.31	85.28	252.05	609.55	682.57	864.24	554.99	1270.80	381.01	2656.48
2006	342.98	87.06	256.76	625.66	687.29	878.42	567.55	1289.71	386.93	2711.22
2007	343.54	88.87	261.45	642.06	681.25	882.81	579.68	1308.66	392.94	2766.57
2008	343.50	90.54	265.66	657.65	693.89	905.68	591.05	1325.50	398.34	2818.04
2009	343.40	92.23	269.90	673.47	696.43	918.87	602.54	1342.34	403.83	2870.07
2010	344.12	94.21	274.58	691.38	700.60	934.04	615.75	1362.68	410.43	2930.24
2011	343.82	85.49	277.35	704.43	699.45	944.57	626.95	1381.22	416.50	2984.08
2012	342.27	96.42	279.00	714.99	695.55	951.68	635.94	1394.71	421.06	3027.45
2013	340.87	97.48	280.87	726.05	692.08	958.45	645.39	1409.19	426.01	3073.31
2014	339.36	98.48	282.59	737.02	688.28	866.81	654.77	1423.21	430.88	3118.63
2015	337.66	99.46	284.19	747.74	684.19	873.82	663.88	1438.68	435.60	3163.10

**TABLE 132 Continued**  
**HISTORIC AND FORECAST EARNED AND UNEARNED INCOME DATA -**  
**MONTANA**

1,000,000<sup>9</sup> OF 1987 DOLLARS

YEAR	FED C	FED M	S&LO	T POW	SSI	RADJ	DIR	TP	T POR	PC INC	T POP
1967	261.63	171.54	498.87	4519.48	209.11	-2.85	982.07	568.51	5828.87	8314.80	700.80
1968	264.22	143.93	517.03	4580.45	213.56	-2.78	952.76	608.72	5914.02	8449.80	889.90
1969	278.32	123.98	565.86	5176.04	240.54	-3.58	814.99	882.44	6522.78	9394.76	694.30
1970	308.39	134.53	601.39	5427.36	250.63	-3.04	969.13	758.34	6895.28	8885.70	897.50
1971	315.51	138.78	652.61	5445.38	263.59	-2.04	858.40	841.76	6874.44	9809.34	711.00
1972	342.84	149.22	687.14	6209.88	282.05	-1.16	1005.55	900.97	7828.37	10886.35	719.10
1973	348.50	168.79	728.82	6843.14	332.53	0.28	1138.46	984.65	8628.05	11871.03	726.90
1974	358.78	151.99	744.64	8585.90	338.44	1.91	1191.33	1051.16	8489.23	11507.70	737.70
1975	388.50	140.15	805.82	8534.59	336.90	5.07	1200.51	1172.28	8589.65	11433.83	749.50
1976	373.08	137.98	841.74	8590.19	374.88	6.58	1254.64	1241.98	8712.62	11486.85	758.50
1977	367.35	126.97	864.29	8583.09	393.19	7.80	1369.63	1281.27	8842.64	11463.10	771.40
1978	373.23	122.72	884.29	7378.30	405.23	5.64	1493.40	1314.63	9781.38	12478.25	784.00
1979	373.03	114.12	890.21	7110.95	395.66	9.73	1630.97	1356.59	9708.65	12303.45	789.10
1980	360.74	103.93	878.54	6828.51	393.21	18.53	1741.23	1448.17	9638.61	12222.33	788.69
1981	367.19	106.64	875.65	8864.47	417.78	15.38	1872.84	1535.77	8988.33	12534.80	795.27
1982	342.44	108.84	911.41	8659.84	425.04	20.82	2101.79	1628.86	9984.17	12419.63	803.80
1983	345.32	113.09	943.31	8713.80	422.88	20.75	2089.27	1690.53	10089.43	12395.70	813.95
1984	348.26	108.88	960.85	8648.58	437.94	14.65	2222.13	1714.02	10158.99	12378.80	820.81
1985	351.93	108.58	877.69	8411.18	451.77	14.88	2286.83	1755.64	8994.13	12154.36	822.27
1986	334.46	109.85	968.78	6581.86	467.29	12.87	2276.13	1875.49	10278.92	12828.69	813.71
1987	345.23	112.38	855.45	6550.17	451.08	10.93	2185.01	1858.99	10146.73	12604.18	805.03
1988	366.28	115.79	943.80	6377.42	480.70	12.64	2103.41	1882.01	8881.92	12350.22	800.14
1989	360.08	126.24	925.89	6717.37	482.57	12.95	2173.10	1934.53	10339.21	12930.41	799.60
1990	362.84	127.78	934.74	6625.61	486.02	14.01	2010.94	2026.73	10172.00	12718.77	798.70
1991	362.22	129.38	888.37	8897.39	558.82	13.41	2122.85	2075.20	10549.82	13064.88	807.50
1992	380.37	127.51	1005.25	7119.32	584.55	13.31	2077.05	2204.77	10829.91	13168.52	822.35
1993	382.47	124.83	999.62	7348.93	601.72	15.74	2139.86	2293.69	11196.49	13345.02	839.00
1994	383.46	123.41	1070.37	7624.58	630.52	14.34	2368.58	2272.60	11649.58	13777.70	845.54
1995	378.25	122.21	1092.49	7881.40	860.23	11.60	2461.97	2302.63	11997.36	14083.66	851.86
1996	375.79	120.73	1127.96	8069.44	684.73	9.32	2537.08	2286.99	12218.10	14240.93	857.96
1997	371.20	118.86	1144.68	8227.74	707.29	6.61	2605.27	2334.89	12467.20	14429.94	863.98
1998	370.37	116.74	1172.72	8394.31	730.81	4.36	2671.41	2402.94	12742.10	14842.68	870.20
1999	369.83	115.98	1199.15	8563.11	755.18	2.16	2738.05	2444.56	12992.69	14826.58	876.31
2000	369.40	114.70	1230.61	8756.92	782.16	-0.08	2813.72	2493.28	13281.71	15051.68	882.41
2001	368.76	113.39	1252.33	8907.50	805.82	-2.08	2874.34	2537.40	13511.35	15212.40	888.18
2002	371.58	114.26	1275.84	9081.34	830.41	-3.71	2935.58	2581.67	13744.48	15373.71	894.03
2003	374.23	115.09	1300.58	9222.06	856.05	-5.38	2999.35	2628.68	13988.64	15548.77	899.78
2004	378.89	115.94	1324.77	9381.86	882.18	-6.94	3063.15	2875.44	14231.32	15715.48	905.56
2005	379.60	116.78	1349.69	9545.35	909.19	-8.61	3128.69	2721.95	14478.19	15888.69	911.23
2006	382.34	117.64	1374.31	9707.85	936.70	-10.15	3194.27	2771.15	14726.42	16060.79	916.92
2007	384.91	118.42	1398.50	9869.67	964.73	-11.67	3280.07	2825.88	14979.02	16233.97	922.70
2008	387.27	119.16	1419.24	10015.53	991.70	-13.10	3320.26	2897.32	15228.31	16400.20	928.54
2009	389.57	119.90	1439.90	10162.16	1019.28	-14.51	3381.07	2966.83	15476.28	16562.35	934.43
2010	392.18	120.66	1465.96	10336.82	1050.25	-15.88	3452.25	3028.32	15751.27	16749.52	940.40
2011	393.97	121.24	1485.08	10474.14	1083.05	-17.15	3515.91	3098.37	15988.23	16889.56	946.63
2012	395.17	121.60	1496.03	10571.87	1112.44	-18.30	3565.38	3206.64	16213.14	17012.70	953.00
2013	396.42	121.98	1508.52	10677.62	1143.40	-19.45	3818.61	3310.65	16444.02	17139.01	959.45
2014	387.53	122.30	1520.39	10780.28	1174.79	-20.62	3671.65	3419.46	16675.98	17263.58	965.96
2015	398.64	122.64	1531.33	10878.92	1206.54	-21.76	3724.13	3527.46	16902.21	17379.43	972.54



**TABLE 133**  
**TOTAL POPULATION BY AGE COHORTS - MONTANA**

1,000s OF PERSONS																			
YEAR	POP	0-4	05-09	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70-74	75+	HH	P/HH
1967	700.87	66.98	78.07	77.38	67.02	47.77	38.84	36.99	38.90	42.22	39.32	38.08	34.28	28.61	22.07	18.43	27.91	212.23	3.30
1968	699.93	82.89	76.44	78.48	68.19	48.70	40.60	37.19	37.84	41.07	39.36	38.63	34.56	27.51	22.08	17.88	28.63	216.33	3.25
1969	694.33	59.00	74.21	78.55	68.92	50.11	41.46	37.43	38.64	39.62	38.96	38.75	34.51	28.02	21.92	17.18	29.06	215.76	3.22
1970	897.51	57.38	72.01	78.74	70.88	52.44	42.87	38.01	36.25	38.73	38.73	38.20	34.87	28.65	22.14	16.86	29.74	218.51	3.19
1971	710.98	58.96	69.88	79.27	72.69	57.42	45.11	39.58	36.57	38.64	38.88	39.30	35.37	29.48	22.90	17.06	29.87	224.94	3.16
1972	719.11	59.32	67.19	78.36	74.06	59.11	50.04	41.41	36.90	38.23	38.51	39.42	35.80	30.10	23.63	17.25	30.00	231.49	3.11
1973	726.91	59.44	64.62	77.31	75.27	61.68	52.76	44.35	37.59	37.86	38.31	38.28	35.81	30.70	24.38	17.44	30.12	237.64	3.06
1974	737.68	59.48	62.74	76.49	76.57	64.68	56.25	46.86	38.63	37.67	38.14	39.11	36.15	31.39	25.05	18.09	30.59	244.63	3.02
1975	749.54	59.62	61.91	75.27	77.73	68.00	59.95	48.85	39.72	37.56	38.21	38.76	36.88	32.22	25.63	18.70	30.86	251.36	2.98
1976	758.52	58.71	62.74	72.54	78.31	69.75	64.29	50.24	40.90	37.81	37.99	38.75	38.69	32.77	26.88	18.32	30.85	258.08	2.94
1977	771.49	59.86	63.10	70.20	78.27	71.73	65.47	55.28	42.78	38.52	37.92	38.64	38.87	33.54	27.82	20.10	31.32	266.46	2.90
1978	784.08	61.79	62.98	67.70	77.96	73.47	68.12	57.74	45.76	38.53	37.76	38.88	37.20	34.33	28.38	20.72	31.98	274.83	2.85
1978	789.16	63.64	61.76	64.79	76.59	74.14	70.35	60.21	47.48	40.30	37.15	38.04	37.04	34.72	29.09	21.34	32.53	280.91	2.81
1980	788.69	64.92	60.10	62.69	74.26	73.74	71.57	62.16	48.37	40.85	36.32	37.38	36.53	34.80	29.77	22.13	33.29	285.00	2.77
1981	795.27	67.03	58.15	63.54	71.73	72.70	71.10	65.89	48.09	41.91	38.57	37.40	38.34	35.27	30.37	22.98	34.22	289.00	2.75
1982	803.90	68.87	60.05	63.63	69.08	71.59	70.81	66.57	53.13	43.34	37.41	37.29	38.15	35.78	31.02	23.88	35.31	293.00	2.74
1983	813.95	70.46	61.70	63.44	68.18	70.73	70.26	68.73	55.30	46.19	38.80	38.73	38.86	35.85	31.83	24.55	36.55	296.00	2.75
1984	820.81	71.11	64.03	63.06	64.12	68.93	69.00	70.01	58.52	47.81	39.92	36.27	36.90	36.01	32.37	25.22	37.63	301.00	2.73
1985	822.27	70.63	65.73	62.56	62.95	65.80	67.27	70.56	61.33	48.88	40.51	36.00	36.87	35.85	32.50	25.68	38.84	303.00	2.71
1986	813.71	68.75	66.16	60.15	62.33	61.17	64.94	69.76	64.39	48.99	40.91	35.81	36.39	35.16	32.66	26.05	40.31	302.00	2.69
1987	805.03	68.01	68.30	59.86	60.82	58.55	62.48	68.03	64.25	52.05	41.32	35.63	35.64	34.35	32.75	28.57	41.64	301.00	2.68
1988	800.14	63.44	68.48	60.36	59.28	52.23	60.30	68.12	65.53	53.30	43.04	36.19	34.54	34.28	32.51	27.38	43.20	303.00	2.64
1989	799.60	61.57	66.15	62.00	57.85	48.38	58.23	67.41	66.78	56.28	44.07	36.90	33.89	34.20	32.50	27.94	44.49	305.00	2.62
1990	799.71	59.80	64.87	63.01	57.18	48.10	55.54	66.88	68.04	59.49	44.85	37.32	33.77	34.31	32.42	28.39	45.76	306.64	2.61
1991	807.50	58.30	64.25	64.40	58.07	48.63	52.88	66.16	69.54	63.47	45.78	38.29	33.78	34.45	32.13	28.92	47.47	309.00	2.61
1992	822.27	57.77	63.84	66.35	60.41	51.68	50.86	65.52	70.98	65.12	50.45	39.90	34.50	34.33	31.91	29.43	49.24	316.00	2.60
1993	838.97	58.87	65.10	67.72	61.67	52.70	51.84	66.77	72.49	66.41	51.53	40.72	35.24	35.02	32.61	30.01	50.28	320.00	2.62
1994	845.53	58.72	63.60	68.55	62.45	53.93	51.06	65.36	72.71	67.50	54.04	43.19	38.06	34.14	32.73	29.81	51.59	325.49	2.60
1995	851.85	58.55	62.37	68.74	63.08	55.43	50.36	63.71	71.94	69.25	57.17	45.22	37.03	33.40	32.67	29.84	53.12	331.04	2.57
1996	857.95	58.02	61.93	67.85	64.05	56.53	51.21	60.84	71.87	70.28	60.81	48.44	37.87	32.88	32.57	29.58	54.62	336.52	2.55
1997	863.69	57.96	61.72	66.83	65.55	56.23	53.11	59.25	70.98	71.09	64.10	47.91	38.65	32.99	32.22	29.20	56.21	342.00	2.53
1998	870.20	57.95	61.38	65.54	66.52	56.82	54.81	57.52	69.55	71.75	64.31	52.80	39.93	33.40	31.55	28.87	57.71	346.75	2.51
1999	876.33	57.97	60.77	64.26	67.65	57.88	56.26	55.63	67.84	72.18	65.82	54.88	42.69	34.00	30.74	28.85	58.92	351.38	2.49
2000	882.40	57.03	58.84	63.31	67.21	61.23	57.37	53.89	62.69	71.94	68.88	60.76	45.69	35.34	29.49	28.13	60.83	357.64	2.47
2001	888.19	57.40	58.20	63.67	67.64	61.65	57.77	54.21	63.05	72.42	69.15	61.16	46.00	35.59	29.71	28.32	61.24	360.03	2.47
2002	894.03	57.72	58.15	63.48	66.63	62.44	57.48	58.19	61.39	71.49	69.82	64.44	47.45	36.35	29.82	28.04	62.05	363.83	2.46
2003	899.81	58.15	59.13	63.11	65.33	63.31	58.06	57.92	59.56	70.00	70.51	64.64	52.09	37.58	30.19	27.45	62.82	367.82	2.45
2004	905.58	58.64	59.13	62.48	64.04	64.30	59.11	59.41	57.59	68.22	70.81	68.12	54.34	40.17	30.73	26.74	63.63	371.85	2.44
2005	911.30	59.43	58.18	60.50	63.06	63.82	62.42	60.59	55.77	62.98	70.83	68.94	60.14	42.99	31.92	25.67	64.26	378.00	2.41
2006	916.92	59.80	58.56	60.85	63.39	64.20	62.84	60.97	56.07	63.33	71.05	69.40	60.49	43.28	32.14	25.84	64.69	380.35	2.41
2007	922.68	60.25	58.87	60.77	63.20	63.22	63.62	60.67	58.09	61.65	70.11	70.14	63.69	44.85	32.84	25.95	64.96	383.80	2.40
2008	928.51	60.79	59.32	60.73	62.85	61.86	64.46	61.27	59.86	59.80	68.64	70.71	63.87	49.04	33.66	26.30	64.97	387.25	2.40
2009	934.44	61.43	59.79	60.72	62.24	60.71	65.44	62.35	61.38	57.82	66.87	71.08	65.33	51.21	36.35	26.79	64.91	390.77	2.38
2010	940.40	62.55	60.57	58.71	60.29	59.86	64.92	65.74	62.57	55.95	61.69	70.74	68.08	56.68	38.92	27.67	64.45	394.70	2.38
2011	946.64	62.96	60.99	60.12	60.67	60.02	65.35	66.22	63.00	56.28	62.05	71.20	68.56	57.04	39.20	28.07	64.91	397.30	2.38
2012	953.01	63.25	61.51	60.50	60.65	59.89	64.40	67.08	62.74	58.35	60.44	70.29	69.31	60.09	40.51	28.75	65.24	400.11	2.38
2013	959.44	63.56	62.12	60.99	60.66	59.61	63.18	68.01	63.41	60.18	58.65	68.86	69.92	60.36	44.59	29.79	65.56	403.03	2.38
2014	965.99	63.93	62.82	61.52	60.70	59.07	61.95	69.09	64.55	61.76	58.74	67.14	70.33	61.81	46.64	31.97	65.97	405.97	2.38
2015	972.57	64.19	64.05	62.36	59.79	57.32	60.87	68.62	68.06	63.02	54.94	62.02	70.05	64.52	51.71	34.32	66.73	409.16	2.38

**TABLE 134**  
**MALE POPULATION BY AGE COHORTS - MONTANA**

1,000s OF PERSONS

YEAR	POP	0-4	05-09	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70-74	75+
1987	351.69	34.07	39.80	39.14	33.69	23.42	19.37	18.45	19.46	21.17	19.98	19.37	17.42	13.88	10.92	8.86	12.81
1988	350.59	32.04	39.03	39.65	34.39	23.87	20.28	18.49	18.87	20.58	19.83	19.53	17.47	14.09	10.89	8.45	13.04
1989	347.08	30.07	37.92	38.69	34.71	24.65	20.74	18.52	18.15	19.85	19.72	19.53	17.37	14.34	10.80	8.01	13.03
1970	349.57	29.29	38.84	38.79	35.77	26.00	21.63	18.83	17.96	19.41	19.58	19.85	17.51	14.86	10.87	7.75	13.15
1971	355.67	30.12	35.74	40.10	36.81	28.81	22.76	19.77	19.17	19.38	19.58	19.69	17.72	14.98	11.33	7.89	12.89
1972	360.12	30.33	34.35	36.67	37.57	30.02	25.36	20.86	18.99	19.20	19.38	19.74	17.79	15.13	11.76	8.02	12.80
1973	364.16	30.41	33.03	39.19	38.24	31.48	26.82	22.49	18.79	19.01	19.28	19.65	17.85	15.30	12.20	8.15	12.33
1974	369.25	30.45	32.04	38.83	38.92	32.99	28.62	23.76	19.32	18.91	19.14	19.56	17.98	15.52	12.42	8.44	12.35
1975	374.94	30.65	31.82	39.24	39.53	34.65	30.49	24.98	19.90	18.84	19.19	19.36	18.20	15.81	12.59	8.73	12.26
1976	379.30	30.08	32.08	38.88	39.96	35.48	32.68	25.74	20.56	18.88	19.09	19.30	18.20	16.06	13.02	9.07	12.16
1977	385.64	30.70	32.28	35.70	40.06	36.34	33.16	28.36	21.57	19.32	19.06	19.20	18.32	16.43	13.39	9.50	12.23
1978	391.91	31.72	32.22	34.45	40.07	37.11	34.42	28.65	23.14	19.83	18.86	19.20	18.41	16.80	13.82	9.72	12.48
1979	394.17	32.86	31.63	32.99	39.54	37.37	35.49	30.95	24.08	20.22	19.64	18.88	18.31	16.98	13.88	9.94	12.61
1980	393.59	33.33	30.82	31.97	38.39	37.08	36.04	31.91	24.55	20.40	18.22	18.56	18.03	17.01	14.19	10.25	12.87
1991	398.46	34.41	30.34	32.44	37.04	36.53	35.76	33.66	24.87	21.07	18.37	18.58	17.99	17.28	14.49	10.54	13.23
1982	400.42	36.34	30.81	32.53	35.85	35.95	35.55	33.84	26.89	21.85	18.83	18.55	17.78	17.51	14.78	10.88	13.70
1983	405.02	36.16	31.66	32.48	34.18	35.53	35.23	34.76	27.90	23.33	19.56	18.27	18.01	17.53	15.14	11.15	14.13
1984	408.04	36.50	32.95	32.34	33.11	34.63	34.53	35.24	28.46	24.19	20.15	18.07	18.09	17.60	15.37	11.43	14.51
1985	408.32	38.41	33.71	32.12	32.54	33.06	33.59	35.35	30.84	24.79	20.47	17.92	18.15	17.50	15.38	11.60	14.90
1986	403.71	35.29	33.91	30.90	32.23	30.78	32.37	34.79	32.36	24.90	20.69	17.74	17.92	17.12	15.47	11.79	15.45
1987	399.11	33.89	33.97	30.68	31.46	29.49	31.08	34.28	32.26	26.51	20.93	17.76	17.55	16.71	15.56	12.05	15.94
1988	396.39	32.55	34.06	31.07	30.68	26.37	29.92	33.66	32.97	27.20	21.84	19.05	17.00	16.68	15.44	12.42	16.59
1989	396.20	31.59	33.88	31.94	29.97	25.02	28.87	33.15	33.49	28.82	22.38	18.41	18.68	16.87	15.49	12.68	17.15
1990	398.16	30.69	33.23	32.46	29.63	24.42	27.47	32.76	34.10	30.54	22.90	19.61	16.81	16.79	15.40	12.90	17.70
1991	400.31	29.91	32.91	33.19	30.07	25.18	26.18	32.45	34.91	32.62	23.28	19.10	16.82	16.90	15.37	13.16	18.48
1992	407.88	29.65	32.71	34.19	31.29	26.18	25.17	32.15	35.66	33.45	25.87	19.91	17.00	16.89	15.28	13.38	19.29
1993	416.15	30.22	33.37	34.89	31.94	26.71	25.64	32.79	36.44	34.10	26.22	20.33	17.36	17.22	15.62	13.64	19.69
1994	419.32	30.14	32.60	35.28	32.32	27.41	25.32	32.12	36.40	34.47	27.53	21.64	17.79	16.78	15.69	13.66	20.21
1995	422.36	30.03	31.97	35.34	32.64	28.28	25.07	31.32	35.93	35.18	28.18	22.74	18.26	16.39	15.69	13.67	20.77
1996	425.27	29.75	31.75	34.86	33.42	28.95	25.63	28.93	35.58	35.53	31.06	23.39	19.70	16.06	15.71	13.62	21.33
1997	429.17	29.70	31.65	34.33	33.79	28.88	26.71	28.22	35.09	35.75	32.64	24.17	19.14	16.11	15.55	13.44	22.01
1998	431.18	29.68	31.47	33.65	34.23	29.25	27.71	28.42	34.31	35.90	32.64	26.81	19.93	16.31	15.24	13.30	22.63
1999	434.18	29.69	31.15	32.97	34.77	29.83	28.55	27.59	33.38	35.94	33.30	27.81	21.29	16.63	14.82	13.35	23.11
2000	437.06	29.21	30.14	32.45	34.48	31.61	29.29	26.93	30.72	35.41	34.54	30.91	22.96	17.27	14.16	13.21	23.88
2001	439.93	29.40	30.33	32.64	34.71	31.82	29.49	27.09	30.98	35.66	34.78	31.10	23.02	17.40	14.26	13.30	24.04
2002	442.77	29.56	30.29	32.54	34.18	32.15	29.44	29.20	30.13	35.13	34.98	32.67	23.78	17.82	14.33	13.18	24.37
2003	445.62	29.79	30.27	32.36	33.49	32.53	29.79	29.23	29.28	34.32	35.10	32.68	26.19	18.47	14.51	12.93	24.69
2004	448.46	30.03	30.27	32.02	32.91	33.01	30.39	30.09	28.41	33.39	35.11	33.30	27.39	19.83	14.90	12.59	25.07
2005	451.27	30.44	29.78	30.98	32.27	32.68	32.12	30.87	27.73	30.67	34.58	34.53	30.41	21.32	15.37	12.05	25.45
2006	454.03	30.63	29.97	31.17	32.44	32.89	32.33	31.07	27.87	30.83	34.79	34.76	30.59	21.46	15.49	12.12	25.63
2007	456.88	30.88	30.13	31.12	32.35	32.38	32.66	30.99	29.02	30.09	34.28	34.94	32.11	22.17	15.87	12.18	25.75
2008	459.79	31.14	30.38	31.09	32.17	31.72	33.03	31.37	30.05	29.22	33.47	35.04	32.09	24.44	16.47	12.37	25.77
2009	462.72	31.47	30.60	31.09	31.85	31.06	33.50	31.97	30.93	29.35	32.53	35.04	32.71	25.58	17.70	12.63	25.73
2010	465.69	32.05	31.00	30.56	30.64	30.48	33.17	33.75	31.72	27.65	29.87	34.48	33.91	29.42	19.04	13.15	25.60
2011	469.77	32.25	31.22	30.77	31.03	30.69	33.39	33.99	31.95	27.90	30.03	34.71	34.15	29.60	19.18	13.25	25.76
2012	471.93	32.40	31.49	30.97	31.01	30.62	32.90	34.36	31.90	29.97	29.32	34.20	34.33	30.04	19.86	13.62	25.97
2013	475.11	32.55	31.80	31.22	31.01	30.47	32.26	34.77	32.31	30.03	28.50	33.42	34.45	30.07	21.94	14.16	26.14
2014	478.38	32.75	32.16	31.49	31.02	30.20	31.61	35.28	32.84	30.93	27.67	32.51	34.48	30.70	23.01	15.27	26.37
2015	491.65	32.89	32.79	31.92	30.56	29.29	31.03	34.89	34.79	31.77	27.00	29.90	33.95	31.89	25.62	16.49	26.93

**TABLE 135**  
**FEMALE POPULATION BY AGE COHORTS - MONTANA**

1,000s OF PERSONS

YEAR	POP	0-4	05-09	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70-74	75+
1967	349.18	32.91	38.27	38.24	33.34	24.36	19.47	18.54	19.44	21.05	19.36	18.69	16.87	12.93	11.15	9.56	15.00
1968	349.34	30.85	37.40	38.83	33.80	24.83	20.34	18.70	18.98	20.49	19.44	19.01	17.08	13.41	11.17	9.43	15.59
1969	347.26	28.93	36.30	38.85	34.20	25.47	20.72	18.91	18.48	19.78	19.24	18.23	17.14	13.68	11.13	9.17	16.03
1970	348.94	28.10	35.17	38.95	35.11	26.44	21.34	19.18	18.28	18.32	19.18	19.55	17.36	13.89	11.26	9.11	16.59
1971	355.32	28.84	34.14	39.17	35.88	28.81	22.35	19.81	18.41	19.26	19.31	19.61	17.65	14.53	11.58	9.17	17.00
1972	358.98	28.98	32.84	38.69	36.49	29.09	24.69	20.55	18.52	19.03	19.15	19.68	17.82	14.96	11.87	9.23	17.40
1973	362.76	29.03	31.60	38.12	37.02	30.22	25.94	21.85	18.81	18.85	19.05	19.63	17.95	15.40	12.18	9.29	17.80
1974	368.43	29.02	30.69	37.65	37.65	31.69	27.64	22.90	19.31	18.76	19.00	19.55	18.17	15.87	12.63	9.65	18.24
1975	374.60	29.07	30.29	37.03	38.20	33.35	29.36	23.87	19.82	18.72	19.03	19.39	18.48	16.41	13.03	9.97	18.60
1976	379.22	28.62	30.67	35.66	38.35	34.26	31.62	24.50	20.34	18.84	18.80	19.45	18.48	16.71	13.87	10.25	18.69
1977	385.85	29.18	30.82	34.50	38.21	35.39	32.30	26.92	21.19	19.20	18.86	19.44	18.65	17.11	14.43	10.59	19.09
1978	392.27	30.08	30.76	33.24	37.89	36.36	33.70	28.08	22.62	19.71	18.80	18.46	18.79	17.53	14.75	11.01	19.51
1979	394.99	30.97	30.13	31.80	37.05	36.77	34.86	29.26	23.40	20.08	18.51	19.16	18.73	17.74	15.21	11.40	19.92
1980	395.10	31.59	29.28	30.73	35.88	36.68	35.53	30.25	23.82	20.25	18.10	18.83	18.50	17.79	15.58	11.89	20.42
1981	398.81	32.92	28.82	31.10	34.69	36.17	35.34	32.23	24.21	20.84	18.20	18.82	18.46	18.01	15.89	12.41	21.00
1982	403.48	33.53	29.24	31.10	33.43	35.93	35.26	32.74	26.24	21.50	18.58	18.74	18.39	18.27	16.24	13.00	21.60
1983	408.93	34.31	30.04	30.96	32.00	35.20	35.03	33.97	27.40	22.86	19.24	18.45	18.65	18.32	16.69	13.40	22.42
1984	412.77	34.62	31.19	30.72	31.01	34.30	34.47	34.77	29.07	23.62	19.77	18.21	18.71	18.41	17.00	13.78	23.12
1985	413.94	34.52	32.03	30.44	30.42	32.74	33.68	35.21	30.48	24.10	20.04	18.07	18.72	18.36	17.12	14.08	23.94
1986	410.00	33.46	32.25	29.25	30.10	30.39	32.57	34.97	32.03	24.09	20.21	17.87	18.47	18.04	17.18	14.26	24.86
1987	405.92	32.13	32.33	28.98	29.35	28.06	31.40	34.75	31.99	25.54	20.38	17.86	18.09	17.64	17.19	14.52	25.70
1988	403.76	30.89	32.42	29.29	28.60	25.86	30.38	34.46	32.56	26.10	21.20	18.14	17.54	17.58	17.07	14.96	26.52
1989	403.41	29.98	32.27	30.06	27.88	24.36	29.36	34.26	33.30	27.45	21.68	18.48	17.21	17.52	17.01	15.25	27.34
1990	403.54	29.11	31.64	30.55	27.55	23.69	28.06	34.12	33.94	28.95	22.05	18.71	17.16	17.53	16.93	15.50	28.08
1991	407.19	28.38	31.33	31.22	28.00	24.45	26.70	33.71	34.64	30.85	22.52	19.19	17.14	17.58	16.77	15.76	29.00
1992	414.42	28.13	31.13	32.16	29.12	25.50	25.69	33.39	35.31	31.67	24.78	19.99	17.50	17.45	16.83	16.05	29.95
1993	422.82	28.65	31.74	32.83	29.73	26.00	26.21	33.99	36.06	32.31	25.31	20.39	17.88	17.80	16.98	16.38	30.58
1994	426.22	28.58	31.00	33.27	30.13	26.52	26.74	33.24	36.31	33.03	26.52	21.55	18.29	17.38	17.05	16.26	31.37
1995	429.50	28.52	30.40	33.39	30.44	27.14	25.29	32.39	36.11	34.08	27.99	22.48	18.77	17.02	16.98	16.16	32.35
1996	432.68	28.28	30.18	33.00	31.24	27.58	25.59	30.91	36.28	34.75	29.75	23.05	19.16	16.82	16.86	15.96	33.29
1997	435.83	28.26	30.08	32.50	31.76	27.35	26.40	30.03	35.90	35.34	31.45	23.74	19.51	16.88	16.67	15.76	34.20
1998	439.02	28.26	29.91	31.89	32.29	27.58	27.10	29.10	35.24	35.85	31.67	25.99	20.10	17.08	16.31	15.57	35.08
1999	442.17	28.27	29.52	31.29	32.88	28.05	27.72	28.05	34.46	35.24	32.53	27.06	21.41	17.37	15.92	15.50	35.81
2000	445.34	27.82	28.70	30.86	32.73	29.62	28.08	26.97	31.98	36.53	34.12	29.86	22.83	18.07	15.33	14.92	36.95
2001	448.26	28.00	28.88	31.03	32.93	29.83	28.28	27.13	32.17	36.76	34.36	30.06	22.98	18.19	15.45	15.02	37.20
2002	451.26	28.16	28.86	30.94	32.45	30.29	28.05	27.98	31.26	36.36	34.94	31.76	23.67	18.53	15.49	14.85	37.68
2003	454.19	28.37	28.86	30.75	31.83	30.78	28.27	28.70	30.27	35.67	35.41	31.98	25.90	19.09	15.68	14.52	38.13
2004	457.11	28.61	28.86	30.46	31.23	31.30	28.73	29.33	29.18	34.85	35.80	32.82	26.96	20.34	15.93	14.16	38.56
2005	460.03	28.99	28.40	29.51	30.79	31.13	30.30	29.72	28.04	32.31	36.05	34.42	29.72	21.67	16.55	13.62	38.81
2006	462.89	29.17	28.59	29.68	30.95	31.31	30.51	29.90	28.20	32.51	36.26	34.64	29.91	21.82	16.66	13.72	39.06
2007	465.80	29.39	28.74	29.66	30.85	30.84	30.96	29.67	29.07	31.57	35.84	35.20	31.58	22.47	16.97	13.76	39.21
2008	468.72	29.65	28.96	29.64	30.68	30.24	31.43	29.90	29.81	30.58	35.17	35.67	31.78	24.60	17.49	13.93	39.21
2009	471.72	29.96	29.19	29.64	30.39	29.65	31.94	30.39	30.46	29.47	34.35	36.04	32.62	25.63	18.55	14.16	39.18
2010	474.71	30.51	29.57	29.15	28.45	29.17	31.76	31.99	30.85	28.31	31.82	36.27	34.18	28.26	19.88	14.72	38.85
2011	477.86	30.71	29.78	29.35	29.64	29.34	31.96	32.23	31.08	28.48	32.02	36.49	34.41	28.44	20.02	14.82	39.13
2012	491.08	30.85	30.03	29.54	29.64	29.27	31.50	32.73	30.84	29.38	31.12	36.10	34.98	30.05	20.65	15.13	39.28
2013	484.33	31.00	30.32	29.77	29.65	29.14	30.92	33.25	31.10	30.16	30.15	35.43	35.47	30.29	22.66	15.62	39.42
2014	487.60	31.18	30.66	30.03	29.68	28.88	30.34	33.81	31.61	30.82	29.07	34.63	35.85	31.11	23.63	16.69	39.60
2015	490.92	31.31	31.28	30.44	29.23	28.04	29.84	33.65	33.28	31.26	27.94	32.12	36.10	32.64	26.09	17.84	38.90



### III. PRIORITY NEEDS, OBJECTIVES, AND STRATEGIES

#### 1. STATE'S CHOICES OF PRIORITY NEEDS

Analysis of community need, whether homelessness, infrastructure, economic development, or housing have been articulated, refined, and enunciated rather clearly over the years. Each of these needs have been embodied in implementation of housing and community development programs. All approaches have recognized that the degree of need in the state is far larger than available resources can address. With such recognition, program implementation for HOME and CDBG has primarily targeted competitive bid processes, with prospective projects competing for a limited resource pool.<sup>65</sup> The methods of ranking projects and establishing that the best of the best will receive funding has been demonstrated to be the most workable solution for the State of Montana.

In so doing, projects that are brought before the State and subsequently funded are well founded and solidly grounded in the concept of clearly established local need. There are no single statewide needs, per se. Rather, needs articulated within the Consolidated Plan are simply the sum of a vast array of needs identified at local levels. Hence, need identified can be considered a priority need for more than one unit of local government within the state. As such, each is consistent with this plan. All these needs fall into several areas, but are collated here under three main topics: 1 > homelessness, 2 > affordable housing, and 3 > non-housing community development. Each is reviewed below.

#### A. LONG TERM PRIORITY HOMELESSNESS NEEDS

All homeless program resources and proposed activities will be provided equitably throughout the state, to the extent possible, and according to public guidelines set forth by local, state, and federal agencies. CPS Table 2(a), below, presents quantitative measures of anticipated homeless needs in Montana over the five-year planning horizon. Unfortunately, resources available for these needs are woefully limited. Therefore, Montana will blend its homelessness activities within an overall context of an Anti-Poverty Program and a Continuum of Care Approach for assisting the homeless.

### STRATEGIC ACTION DISCUSSION

#### OBJECTIVE: FURTHER THE PREVENTION OF HOMELESSNESS

Homelessness continues to grow. With several areas experiencing very high rates of unemployment and continuing low wage rates, and some industries experiencing difficult or adverse economic conditions, homelessness may continue to threaten many Montana citizens. Actions need to be taken to prevent others from becoming homeless.

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<sup>65</sup>ESG, which has around 2 percent of the HOME and CDBG funding level combined, is allocated on a formula based on poverty and population density, by Human Resource Development Area.

**CPS TABLE 2(a)**  
**HOMELESS PRIORITY NEEDS SUMMARY TABLE**  
**STATE OF MONTANA FIVE YEAR PLAN - 1995 - 1999**

PRIORITY HOMELESS NEEDS	Priority Need Level High, Medium, Low, No such need			ESTIMATED DOLLARS NEEDED TO ADDRESS	ANTICIPATED DOLLARS AVAILABLE TO ADDRESS IN FY 1996
Assessment/Outreach	Families	Individuals	Persons w/ Special Needs		
	M	M	M	2,099,000	
Emergency Shelter	Families	Individuals	Persons w/ Special Needs		
	M	M	M	2,099,000	
Transitional Housing	Families	Individuals	Persons w/ Special Needs		
	M	M	M	2,099,000	
Permanent Supportive Housing	Families	Individuals	Persons w/ Special Needs		
	M	M	M	2,099,000	
Permanent Housing	Families	Individuals	Persons w/ Special Needs		
	M	M	M	2,099,000	
<b>TOTAL PRIORITY HOMELESS NEEDS</b>	<b>M</b>	<b>M</b>	<b>M</b>	<b>\$10,495,000</b>	<b>\$380,000</b>

## DESIRED ACTIONS

These actions include additional training and counseling. Such actions, while not always part of housing programs, will involve local and state social service agencies in the development of transitional housing, permanent housing, and employment training. The immediate needs of homeless persons relate to affordably priced permanent housing, medical health services, food, and clothing.

Also, the state must begin development of a strategy for addressing the continuum of care for the homeless. As many of HUD's programs come up for reauthorization, the SRS's homeless assistance programs are also in a state of flux. The U.S. Senate and House of Representatives have yet to hammer out the details of the proposed legislative changes. They have agreed that consolidation of the Emergency Shelter Grant and Supportive Housing programs will occur; the Section 8 SRO Program may also be modified or incorporated with these two. The consolidation could begin in fiscal year 1996. For FY95, the total funding allocated to homeless will be over \$900 million, nationally. Priority for funding may go to applicants with a local advisory board and who have developed a comprehensive homeless assistance system. More than 50 percent of funds must be distributed to nonprofit organizations, unless there is a lack of capable, qualified nonprofits. Two percent of a state's allocation can be used for capacity building of nonprofit entities, and 15 percent can be used for the state's own homeless programs. In plans for FY96, funding increases to over \$1.1 billion, nationally. There will be a match requirement with nonfederal funds. States cannot use their maintenance of effort toward

the match. The allocation allows for a 10 percent administrative fee: 5 percent to states, 5 percent to state recipients.<sup>66</sup> Montana plans to follow these directives.

Homeless assistance funds may be split 70/30 or 75/25 between states and entitlement areas, with the latter receiving the larger share. Also, conditions may be set for states to use their allocated funds in entitlement areas. Between \$75 million and \$100 million would then be allocated in FY95 to fund innovative homeless programs. Some of this money should be available for technical assistance, training, and startup funds.

If these legislative mandates are passed, Montana, as all other states, would set up a homeless assistance advisory board. The board would assist the government recipient in determining such things as what entity should administer grant amounts, develop the application, and oversee activities. This particular group will then be charged with devising a homeless assistance strategy for inclusion in the CPS.

Under this likely scenario, eligible homeless program activities will include homeless prevention, emergency shelter, supportive housing, safe havens, shelter plus care, administration and capacity building, renovation, rehabilitation, conversion, support services (possibly with a spending cap), leasing, acquisition, operating costs, acquisition, construction, leasing, tenant assistance, outreach and assessment. The State of Montana, through the Department of Social and Rehabilitation Services, intends to follow this planning sequence.

## **B. LONG TERM AFFORDABLE HOUSING NEEDS**

### **1. CLASSIFICATION OF MONTANA'S HOUSING REQUIREMENTS**

Housing needs across the state of Montana vary widely. The extreme diversity in available housing, the age of the housing stock, and the overall range in population density complicate assessments of the degree and type of need. There is a broad array of housing availability, affordability, and suitability problems across Montana. Simply treating the symptoms of the malady will not be sufficient to solve the problems. Resources are not adequate to deal with all the housing needs and requirements that plague the state.

The difficulties are becoming more structural for low-income households and families and have spread to nearly all income groups, except the wealthy. Regardless of the overwhelming demand for affordable housing, Montana will be implementing programs and delivering services to in-need populations around the state, attempting to continue a process that minimizes the state's housing problems. The general goals are to:

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<sup>66</sup> House Bill H.R. 3838 and Senate Bill S. 2049, summaries by the Council of State Community Development Agencies, June 29, 1994



- Expand the supply of decent and affordable housing, particularly rental housing, for low- and very low-income Montanans. This includes making existing rental housing affordable through tenant-based rental assistance.
- Strengthen the abilities of state and local governments to design and implement strategies for achieving adequate supplies of decent, affordable housing for all Montanans.
- Provide both financial and technical assistance to local government and nonprofit entities, including the development of model programs for affordable low-income housing.
- Extend and strengthen partnerships among all levels of government and the private sector, including for-profit and nonprofit organizations, in the production and operation of affordable housing.

With these broad-based goals in mind, Montana anticipates supporting any and all programs that address housing needs throughout the state. These needs can be classed as four categorical difficulties -- availability, affordability, accessibility, and suitability -- as reviewed below.

#### **a. INSUFFICIENT HOUSING AVAILABILITY**

Lack of available housing is a problem that requires resolution; little is available for low- and moderate-income Montanans in most parts of the state. If housing is available, it tends to be of substandard quality. Since the 1990 Census was taken, Montana's major cities have experienced a dramatic increase in population that is driving up the demand for housing; prices are following demand accordingly; statewide, the population has risen nearly 5 percent, with some local areas experiencing far greater increases.

In cities such as Kalispell, Missoula, Bozeman, Helena, and Billings, in-migration is often comprised of higher income persons who are in a better position to purchase land and buildings than many current state residents. Of those Montanans who can afford housing, many resign themselves to acquiring lower-quality shelter due to the encroaching housing shortage. Low-income Montanans lose housing options. People fear becoming homeless because they can no longer afford housing in their area, whether rented or owned. The homes currently being constructed are the more expensive, up-scale homes. Little, if any, construction activity has created affordably priced homes and rental property in the last several years. Within the next few years, Section 8 waiting lists administered by the state are expected to swell by about 65 percent, to over 10,000 people.

#### **b. ABSENCE OF HOUSING AFFORDABILITY**

Housing affordability varies widely around the state, but it is typically a more severe problem in the urbanized areas. Rural and sparsely populated regions of Montana tend to experience dual problems with housing shortages and poor housing quality. Because of the tight

market and general lack of home building, prices for both houses and rental units have risen sharply in the last year.

There is a large gap between what the market is supplying and what people can afford. Some Section 8 landlords are increasing rents at annual review, citing prevailing market rates, taxes, and sewer rate increases. Other Section 8 landlords are simply leaving the program in favor of the private rental market, which provides wider profit margins, citing HUD limitations on rent increases and the lower FMRs in the vouchers and certificates as the reason for the switch.

### **c. INADEQUATE HOUSING SUITABILITY**

A major problem pertains to the structural and physical integrity of the housing stock. Many people who live in their own homes do not have incomes high enough to maintain them. Physical deficiencies are of great concern in many housing units across the state. A portion of the housing stock is 100 years old and built on sandstone foundations. Many structures also tend to have old, inadequate electrical wiring and gas vented chimneys used for wood stoves. Most older homes are poorly insulated. Particularly troubling for the large stock of Montana's older homes is the prospective risk of lead-based paint hazards. Nearly two-thirds of Montana's housing stock could be affected; low-income renters are at greatest risk.

Lack of return on investment is a major problem for landlords of housing units that need rehabilitation. Landlords do not want to lose their present tenants, but are also reluctant to borrow money and incur debt when they cannot afford to evict tenants or raise the rents to meet the increased debt service.

### **d. LACK OF HOUSING ACCESSIBILITY**

Under the Americans with Disabilities Act, housing accessibility has become a visible need across the state. Accessibility is a problem unless a unit is specifically built for people with disabilities. Modifications are often difficult and expensive, and must be completely removed when the tenant leaves (according to the ADA). Most people with disabilities cannot afford to do this, and landlords do not want the inconvenience or cost of constant remodelling.

## **2. PROSPECTIVE ACTIONS ENHANCING THE PROVISION OF AFFORDABLE HOUSING**

While all housing difficulties fall into one (or more) of the four problem areas described above, the exact circumstances faced by Montana's communities are as diverse and widespread as the state's geography. A combination of population in-migration, intrastate migration, and an economy undergoing structural change has had a dire effect on Montana's housing situation. Since the 1990 Census was taken, the cost of housing has risen dramatically; available, affordable housing for the very low-income, low-income, and moderate-income population has

disappeared in many areas of the state. In other parts of the state, existing vacant housing needs maintenance, causing an overall decline in the suitability and quality of housing. No single prescriptive approach to solving Montana's housing problems is applicable on a statewide level. Therefore, Montana's statewide strategy is designed to fully encompass the four problem areas and is comprised of many interlocking pieces. These pieces are listed below, with each summarized immediately thereafter.

- Relieve the shortage of available housing stock;
- Increase the stock of rental units, especially assisted units;
- Promote capital formation to build an adequate number of affordable housing units;
- Increase the ability of low- and moderate-income households to buy homes;
- Increase resources to finance housing maintenance and improvements;
- Simplify housing assistance programs;
- Work to ensure fair housing compliance, especially enhancing the understanding of fair housing laws;
- Assist in securing adequate resources to meet the needs of persons requiring supportive and transitional services that help them acquire permanent housing;
- Increase accessibility of Montana's housing stock for the disabled;
- Increase energy efficiency of Montana's low-income housing stock;
- Secure funding for testing and abatement of lead-based paint hazards
- Assist in further preventing homelessness;
- Assist in securing additional funding and resources to increase capacity and counseling services for runaway youth; and
- Increase ability of MDOC to respond to requests for technical assistance.

### **a. OBJECTIVES AND ACTIONS**

#### **OBJECTIVE: RELIEVE SHORTAGE OF AVAILABLE HOUSING STOCK**

There is a lack of housing in Montana. The problem is especially severe for the low- and moderate-income population, particularly in the western portion of the state and the more urban areas. The long-term and newly poor, the elderly, disabled, families, and young singles all face a lack of affordable housing and shelter. A large need appears to be for low- and moderate-income families. This demand has been met with little corresponding increase in housing stock (or rather, suitable housing stock) in the state, with the exception of newly constructed high-end housing.

Vacancy rates statewide average from 3 percent in some of the rural areas to zero in many urban areas, with long waiting lists the norm. Because of the shortage of all types of housing, landlords can rent their units for much higher prices. The level of demand caused by people moving into Montana from other states tends to push prices beyond the means of the low-income population. The deinstitutionalization of mentally disabled people, an increasing number of elderly people who can no longer maintain their own homes, and low-income people displaced by those who can afford to pay higher rents are exacerbating the problem as well.



Surveyed statewide housing officials have expressed the opinion that developers have no incentive to build the kinds of housing needed to ease the housing problem in Montana. There is little or no return on a builder's investment in low-income housing and a lack of zoned space for multifamily dwellings. There is also a shortage of land subdivided and ready to build on, and a severe lack of mobile home spaces. Weak statewide subdivision regulations allow the creation of subdivisions through "occasional sale" transactions. This frustrates comprehensive planning efforts, creating infrastructure problems for cities and counties.

#### **DESIRED ACTIONS**

New construction of affordable to low- and moderate-income houses must be initiated. Montana needs multifamily dwellings and additional public housing. Rehabilitation programs to keep existing stock from deteriorating and maintenance programs to help the elderly will be continued. State-funded housing programs need to continue expanding to help build housing and provide state matches for federal programs. MDOC intends to facilitate a cooperative effort among lenders, local housing authorities, and service organizations to develop cohesive packages to compete for housing program funds. Incentives to builders will be examined. Programs such as the Low Income Housing Tax Credit Program and the Single Family and Multifamily Bond programs will be further encouraged.

#### **OBJECTIVE: INCREASE STOCK OF RENTAL UNITS, ESPECIALLY ASSISTED UNITS**

Public Housing Authorities (PHAs) in Montana have not been able to keep up with the demand for affordable rental housing for low-income persons. Waiting lists in the major cities are extremely long, especially for families. The state-administered Section 8 waiting list is anticipated to jump by 65 percent, exceeding 10,000 people within the next few years. Every administrator of Section 8 subsidies in the state reports growing waiting lists for family housing.

#### **DESIRED ACTIONS**

More affordable multifamily rental housing must be created. MDOC will work to facilitate rental housing programs that are directed toward the development of new units and rehabilitation of existing unsuitable units.

The Section 8 tenant-based assistance does not guarantee that the rent assistance will stay within a community, since families may take vouchers with them when they move. Periodic review of voucher distribution by HUD and the state of Montana would help determine if additional vouchers should be issued. If so, MDOC will advocate on behalf of the state.

## OBJECTIVE: PROMOTE CAPITAL FORMATION TO BUILD AFFORDABLE HOUSING

There has been little new affordable housing construction or rehabilitation of existing affordable housing units in recent years. HUD noted in its June 1991 report entitled *A HUD Perspective of Montana* that a portion of this problem relates to capital scarcity:

There is little new development of apartments in the state. Refinancing of existing projects is also slow because of low market value and constrictive underwriting requirements for available programs. Importation of capital into Montana via conventional sources is scarce. Local lenders shy away from lending on government projects because of their size and the lenders' lack of knowledge about HUD programs.

Further, the 1986 Federal Tax Reform Act eliminated a number of investment incentives including the provisions effecting capital gains exclusions, accelerated depreciation and passive income issues. For example, the investment tax credit for the rehabilitation of older buildings for income purposes including multifamily housing has been severely impacted. The Montana State Historic Preservation Office, which manages the program, notes that the number of projects has diminished sharply since 1986.

Often real estate development financing is derived through the use of limited partnerships. The investment incentives for limited partnerships were all but eliminated through provisions in the 1986 Act. This has resulted in the development of fewer multifamily units aimed at benefiting low-income Montanans. According to the Montana Building Industry Association, the loss of federal tax incentives associated with multifamily construction in 1986 is now resulting in a serious rental housing shortage in a number of Montana jurisdictions.

Some areas of the state cited higher "outside" costs as a contributing factor to the lack of development of multifamily units. These include infrastructure development, service hook-ups, and compliance with various local land use regulations. However, all agreed that the overriding issue has been the loss of important federal incentives that guarantee an adequate rate of return for the development of multifamily housing.

In many areas, especially those where there is a high demand for all types of rental housing (college communities, tourism communities, and communities that offer regional medical and social services), housing officials noted that fair market rents under the Section 8 program were too low to be of interest to private developers.

The FY 1993 lowering of HUD Fair Market Rents (FMRs) is making this situation worse. FMRs were already below the nonsubsidized rents charged in a community. The proposed change by HUD in FY 1994 to have FMRs reflect 40th percentile rent rather than the current 45th percentile rent will compound this problem.

## DESIRED ACTIONS

Since the U.S. Congress made the Low Income Housing Tax Credit permanent, MDOC is in a better position to provide information to investors for the purposes of helping them to develop affordable housing.

Also, recent legislation (SB 215) passed by the Montana legislature allows a county or municipality to donate tax deed land to nonprofit corporations for the construction of affordable residential housing. These resources must now be located and encouraged for the development of affordable housing units. Private developers need to be assured of an adequate return on their investment.

## **OBJECTIVE: INCREASE ABILITY OF LOW- AND MODERATE-INCOME HOUSEHOLDS TO BUY HOMES**

Many low-income families currently living in rental housing would like to move into a home. The monthly mortgage payment may be lower than rental costs in a nonsubsidized unit, but many people lack sufficient funds for the down payment and closing costs. A second complication relates to the type of housing selected by the lower income household. In order to qualify for participation in various programs (e.g., Montana Board of Housing, FHA, VA) the house itself must be qualified. Some of the available housing is too high-priced to qualify for Board of Housing or federal programs. Buyers are having difficulty finding a qualified house that they can afford.

### **DESIRED ACTIONS**

The recently established HOME Program is providing new sources of funds to assist first-time homebuyers in securing affordable housing. MDOC will continue to efficiently administer this program.

## **OBJECTIVE: INCREASE RESOURCES TO FINANCE HOUSING MAINTENANCE AND IMPROVEMENTS**

Funding is limited for improvements to homes and rental units, especially for elderly persons, persons who require special modifications for disabled access, those experiencing high energy costs, and for people living in homes that are in violation of building codes. This violates Montana's policy of securing a suitable housing stock.

### **DESIRED ACTIONS**

Homeowners, renters, and landlords need education programs that teach them how to recognize seemingly small problems that need attention and how to repair them. Many lack proper understanding of available programs such as Board of Housing's Reverse Annuity Mortgage Program. This program allows senior citizens to tap into their home equity to secure resources for maintenance.<sup>67</sup> Long-term housing rehabilitation loan funds could be made

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<sup>67</sup> Unfortunately, there appears to be some reluctance on the part of the elderly to complete their applications in the Reverse Annuity Mortgage Program. The reasons for this are not entirely clear, but there appears to be some correlation of incomplete applications and descendants living relatively nearby



available through other avenues as well. All these should be made available to low-income households.

The state could identify programs to assist elderly persons who wish to stay in their own homes, including community projects that employ persons to make needed repairs. CDBG funds may be used to leverage private dollars to establish revolving loan/grant funds. Under such a program, public and private funds could be made available to senior homeowners for repairs. As with the Reverse Annuity Program, the loan would be repaid when the house was sold.

#### **OBJECTIVE: SIMPLIFY HOUSING ASSISTANCE PROGRAMS**

Paperwork and documentation requirements for federal housing assistance programs are complex, detailed, and stringent, and personnel available for such activities are very limited. Perceptions are that rules, regulations, and available funds are too program-specific and difficult to properly target. Due to federal laws and requirements, most housing programs are run as separate, categorical programs with no comprehensive mechanism to combine programs to fit client's varied needs.

#### **DESIRED ACTIONS**

MDOC will encourage agencies to coordinate program implementation efforts and pool their resources. The MDOC Housing Information Clearinghouse will include all active programs in the state and federal government, all housing assistance facilities, and will include contact names and program descriptions. This process will encourage a single-source information data base that Montanans may access upon request.

MDOC will continue working to provide simpler program access and administrative procedures for the housing programs it administers. The CPS process is intended to bring federal, state, and local governments together with citizens and the private sector to help develop a coordinated state housing plan. MDOC also will work toward a consistent and comprehensive planning process that helps to eliminate the wide number of housing options.

#### **OBJECTIVE: WORK TO ENSURE FAIR HOUSING COMPLIANCE**

With rental units full and tenants experiencing difficulty locating suitable housing, it has become easier to discriminate against the poor, the physically disabled, the mentally disabled, Native Americans, the elderly, and other minority groups. An *Analysis of Impediments to Fair Housing Compliance* has been completed by the State of Montana. Additional analysis therein has determined that fair housing noncompliance exists and needs attention.

#### **DESIRED ACTIONS**

The general public, landlords, and tenants alike need to be better educated on fair housing practices. The state needs to affirmatively further fair housing practices in whatever way it can.

Violations of fair housing practices need to be reported and handled in an effective manner. MDOC will continue to ensure that fair housing regulations and requirements will be enforced under each project it approves. Montana intends to broaden education, outreach, and informational processes, thereby advising both housing providers and prospective tenants of their rights under current fair housing laws.

Additionally, a computerized data base that identifies disabled accessible living units in the state would provide valuable information to disabled persons, housing managers, and other housing advocates. Housing discrimination continues to be a significant obstacle for people with disabilities. It has been suggested that programs to test for discrimination be expanded and housing development projects be monitored for compliance with federal statutes regarding the number of accessible units. The Council for Concerned Citizens, a private fair housing group, has been awarded \$1.014 million in federal grants to monitor fair housing projects in Great Falls, Billings, and Helena. Much of this money will be used for testing fair housing compliance by housing providers.

#### **OBJECTIVE: SECURE ADEQUATE RESOURCES FOR PERSONS REQUIRING SUPPORTIVE AND TRANSITIONAL SERVICES**

Homeless individuals and families and persons with disabilities require supportive services in conjunction with the provision of affordable housing. In particular, those persons with non-mobility-related disabilities often require extensive special services, particularly those who are chronically homeless, chemically dependent, or mentally disabled.

#### **DESIRED ACTIONS**

Preventive measures to allow people to remain in their homes are desirable. Funds for short-term payment of mortgages until families find new employment could significantly reduce the number of homeless persons. As with other types of rental housing, incentives must be expanded to attract private dollars for the construction of additional transitional housing units. Further, the State is interested in providing housing assistance and services to those who may require it.

#### **OBJECTIVE: INCREASE ACCESSIBILITY IN THE HOUSING STOCK**

Accessibility is a critical issue for many persons. For the disabled, it means that the unit is not physically set up to address their specific needs, e.g. it lacks a ramp or the halls are narrow. Accessible housing must be developed for disabled persons. The development of capital resources is required to assist homeowners and rental unit managers in the rehabilitation of existing units in order to provide accessibility to the physically disabled. Both remedial and compensatory projects that accommodate the accessibility costs for property managers, landlords, and homeowners with disabilities are needed. Further, disabled renters need more assistance in rental deposits so that once units are available, initial occupancy costs are not as prohibitive.

For others, accessibility in the housing stock refers to its proximity to the stores, transportation, job opportunities, and services necessary for daily living. Limiting mobile homes and other affordable housing units to areas outside of cities and towns further hobbles persons who have low incomes.

#### **DESIRED ACTIONS**

Work to promote accessible housing. Utilize the Disabled Accessible Affordable Homeownership Program initiated July 1, 1993, by the Montana Board of Housing. Encourage and support all applications for Section 811 funds. For accessibility to goods, services, and jobs, take into account nearness to the downtown corridor when granting development funds. Also, analysis and modification of zoning restrictions should consider how those restrictions may affect accessibility of housing.

#### **OBJECTIVE: INCREASE ENERGY EFFICIENCY IN THE HOUSING STOCK**

Given the high cost of heating in Montana, it has been suggested that greater emphasis be placed on the energy efficiency of rental units to ensure lower utility costs for tenants. Multifamily projects that contain innovative heating and cooling systems emphasizing conservation could be given preference.

#### **DESIRED ACTIONS**

Expand the use of weatherization funds to cover multifamily rental units. Promote long-term solutions to the energy efficiency problem through programs similar to the Energy Efficient Affordable New Home Program. Lobby for a larger percentage of LIEAP funds to be applicable to the weatherization of low-income homes and apartments.

#### **OBJECTIVE: DECREASE HOUSING ENVIRONMENTAL HAZARDS**

A major environmental hazard affecting housing across the country is lead-based paint. One can compute an estimate of the number of housing units at risk for containing lead-based paint. According to HUD estimates, 90 percent of units built before 1940, 80 percent of those built between 1940 and 1959, and 62 percent of units built from 1960 to 1979 may have lead-based paint. This computation was applied to all units (occupied and vacant) in Montana. There are over 220,000 units statewide that are potentially at risk for lead-based paint hazards. Additional risk factors for lead-based paint hazards are tenure (rent or own) and income of the household.

Of those units built before 1940, 25.4 percent are occupied by very low-income renters. Older rental units have higher rates of lead poisoning hazards than do pre-1940 owner-occupied units. Of all very low- and low-income renter households, about 58,019 are estimated to have lead-based paint. For very low- and low-income owner-occupied households, 73,690 are



estimated to have lead-based paint. This is not an indication of the number of households with a lead-based paint hazard; it is merely an indication of those most at risk. The findings of initial Superfund-related study by the Butte-Silver Bow Health Department, when applied to the state, indicate that approximately 8,500 children in Montana may currently be at risk of lead poisoning.

Montana programs related to control of lead-based paint hazards are in their infancy at the present time. Only two lead programs are currently functioning. East Helena has a lead program that is relatively small, screening approximately 50 children annually in the East Helena area only. It is funded by ASARCO. The Butte Childhood Lead Poisoning Prevention Program is a comprehensive program funded by the Atlantic Richfield Corporation (ARCO). The Butte program is part of the Butte-Silver Bow County Health Department. Funds are used to support staff positions, screening activities, lab support, and environmental investigations. The Montana Childhood Lead Poisoning Prevention Program, much of which is contracted out to the Butte Childhood Lead Poisoning Prevention Program, has expanded the testing of children to Great Falls and Missoula. Funding has come from a federal program under the Centers for Disease Control. The Montana Department of Health and Environmental Science (MDHES) has begun the process of initiating a lead compliance program to address the accreditation of individuals engaged in lead hazard identification or reduction activities, the accreditation of training programs for these individuals, and the certification of contractors engaged in lead based paint related activities.

Also, a proposal for the Montana Lead Abatement Project has been submitted to HUD under its Title X Lead-Based Paint Hazard Control Program. The proposal, submitted jointly by MDOC, MDHES, and the Montana Lead Education, Assessment and Detection (LEAD) Program, requests funds to implement the Montana Lead Abatement Project. HUD lead abatement funds would support primary and secondary abatement efforts. It would provide deferred loans and grants to families of children with elevated blood lead levels. Laboratory services will be provided to community programs using CDC funds, with supplemental testing funds available through the HUD grant.

## **DESIRED ACTIONS**

The Montana Childhood Lead Poisoning Prevention Program has created local programs in communities with the highest at-risk population: Great Falls and Missoula. The program should continue, and incorporate other major cities not served, accessing rural areas through the urban programs. As well, work should continue on securing funding from HUD for abatement activities under the proposed Lead Abatement Program.

The state legislature should pave the way for the Lead Abatement Program by passing enabling legislation by July 6, 1995. The planned testing site should be added in Billings, enabling an expansion of the data collection and analysis currently performed in Butte, Missoula, and Great Falls. The expansion would allow for a more complete determination of the nature

and extent of the lead problem across Montana. If the HUD grant is not received, alternative funding sources for this action should be found.

In addition, the Occupational and Radiological Health Bureau in the State Department of Health and Environmental Science should complete their proposed program to certify training courses for workers, supervisors, and inspectors of lead-based paint evaluation sites.

#### **OBJECTIVE: INCREASE ABILITY OF MDOC TO PROVIDE TECHNICAL ASSISTANCE**

Housing needs across the state of Montana vary widely. The extreme diversity in available housing, age of housing stock, and overall range in population density complicate the assessment of the type and degree of housing needs. There is a broad array of housing availability, affordability, and suitability problems. The state believes that simply treating the symptoms of the malady will not be sufficient to solve the problems. Resources do not appear to be adequate to deal with the housing needs and requirements that plague the state. Also, the needs identified and prioritized at the state level may not retain a similar priority rating for implementation at local levels. The statewide priority classification described herein represents only a general indicator of anticipated applications; actual application activity by local jurisdictions may be different, as the identification and quantification of needs at the local level is incumbent upon the local community.

Therefore, each local entity must be able to evaluate its needs carefully, articulate them well, present a plan to acquire program resources, and compete with other jurisdictions applying for the same scarce funds. Those organizations with the best planned and articulated applications receive funding within a competitive arena.

#### **DESIRED ACTIONS**

MDOC will expand its provision of technical assistance to local governments and other entities for the purpose of helping them evaluate and qualify for housing programs under its control and influence. Half of one staff person's time will continue to be committed to intergovernmental cooperation and application workshops. The role of the state will expand in regard to the provision and interpretation of information that can aid localities in determining and quantifying their housing needs, problems, and alternative solutions to those problems. The State's technical support includes the recent completion of an economic and demographic databook and selected data tabulations from surveys completed during the previous year. The databook is composed of employment and income by one-digit SIC, along with sex and age cohort data, and household formation over the period 1967 through 2015. It will be updated by the State as necessary.<sup>68</sup>

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<sup>68</sup> Copies of pertinent areas can be obtained from Ms. Sharon Haugen, Montana CHAS coordinator, MDOC, (406) 444-0092.

## **b. FAIR HOUSING NON-COMPLIANCE**

Over the last few years, as the housing market has tightened with rising prices and falling vacancy rates, the perception of ongoing unfair housing practices has become more widespread. Review of available data suggests that there are impediments to fair housing choice, particularly as related to "fair housing non-compliance, especially for racial minorities and women."<sup>69</sup> Inspection of the data also reveals that the single strongest factor relating to unfair housing practices appears to be income. Lower income households experience the greatest level of discrimination, and when income is coupled with additional attributes such as race, family size, marital status, or age of householder, the incidence of fair housing non-compliance rises significantly.

Overcoming unfair housing practices is an important issue to the State of Montana. The State feels that most unfair practices, though not all, are the result of ignorance. Therefore, the State intends to step up its outreach and educational efforts to increase the awareness of fair housing laws and the rights of both housing providers and consumers, whether they be renters, landlords, or real estate sellers. The State realizes that by increasing knowledge of fair housing issues, an increase in fair housing complaints is likely in the short run; but in the long run, fair housing non-compliance is expected to fall appreciably.

## **c. QUANTIFY AFFORDABLE HOUSING PRIORITY NEEDS**

Montana has identified that the state has an affordable housing shortage of at least 25,000 housing units. This would require new construction or conversion from other non-housing uses of property. For the purpose of estimating resource needs, it is assumed that the average housing cost, a blend of single family and multifamily units, each in turn a blend of very small to modest homes, will average a cost of 48,000 per unit.<sup>70</sup> This cost per unit, and the number of affordable units needed, totals to a \$1.2 billion investment. Conversely, the number of low income households that face sever cost burdens comprise about 85,000 of Montana's over 300,000 households. If one assumes that assistance or rehabilitation of homeowner property will eliminate these cost burdens, an average cost of \$15,000 per unit is reasonable.<sup>71</sup> Together, these values add to an additional \$1.277 billion in necessary housing investments. Lead based paint abatement expense, and residential unit overcrowding costs, while very important to the State of Montana, are not yet included in the above estimates. The Consolidated Plan Submission Table 2(b) presents the summary of these data.

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<sup>69</sup> *The 1993 Montana Housing Survey*, pg. 1.

<sup>70</sup> The housing affordability data presented earlier in this document notes that the current average cost of a two-bedroom single-family home was in excess of \$70,000.

<sup>71</sup> The CDBG housing portion of its funding programs currently plans that \$15,000 is about the average cost of rehabilitation of residential property



**CPS TABLE 2(a)**  
**HOUSING PRIORITY NEEDS SUMMARY TABLE**  
**STATE OF MONTANA - FIVE YEAR PLAN 1995 - 1999**

PRIORITY HOUSING NEEDS (households)			Priority Need Level High, Medium, Low, No such need			ESTIMATED UNITS	ESTIMATED DOLLARS NEEDED TO ADDRESS (IN MILLIONS)	ANTICIPATED DOLLARS AVAILABLE TO ADDRESS IN FISCAL 1995 (IN MILLIONS)
			0-30%	31-50%	51-80%			
Renter	Small Related	Cost Burden > 30%	M	M	M	16,640	\$1,607.2	
		Cost Burden > 50%	M	M	M			
		Substandard	M	M	M			
		Overcrowded	M	M	M			
	Large Related	Cost Burden > 30%	M	M	M	3,337		
		Cost Burden > 50%	M	M	M			
		Substandard	M	M	M			
		Overcrowded	M	M	M			
	Elderly	Cost Burden > 30%	M	M	M	9,355		
		Cost Burden > 50%	M	M	M			
		Substandard	M	M	M			
		Overcrowded	M	M	M			
	All Other	Cost Burden > 30%	M	M	M	19,022		
		Cost Burden > 50%	M	M	M			
		Substandard	M	M	M			
		Overcrowded	M	M	M			
	Owner	Cost Burden > 30%	M	M	M	38,600		
		Cost Burden > 50%	M	M	M			
		Substandard	M	M	M			
		Overcrowded	M	M	M			
Total Substandard		Missing Kitchen, Baths	M	M	M	13,528		
New Construction		Affordable Housing	M	M	M	24,797	\$1,190.3	
TOTAL PRIORITY HOUSING NEEDS			M	M	M	125,279	\$2,697.5	5.24

#### d. GEOGRAPHIC DISTRIBUTION AND IMPLEMENTATION

Housing needs across Montana vary widely. The extreme diversity in available housing, age of housing stock, and overall range in population density complicate the assessment of the type and degree of housing needs. There is a broad array of housing availability, affordability, accessibility, and suitability problems. The State believes that simply treating the symptoms of the malady will not be sufficient to solve the problems. Current resources do not appear to be adequate to deal with the housing needs and requirements that plague the state.

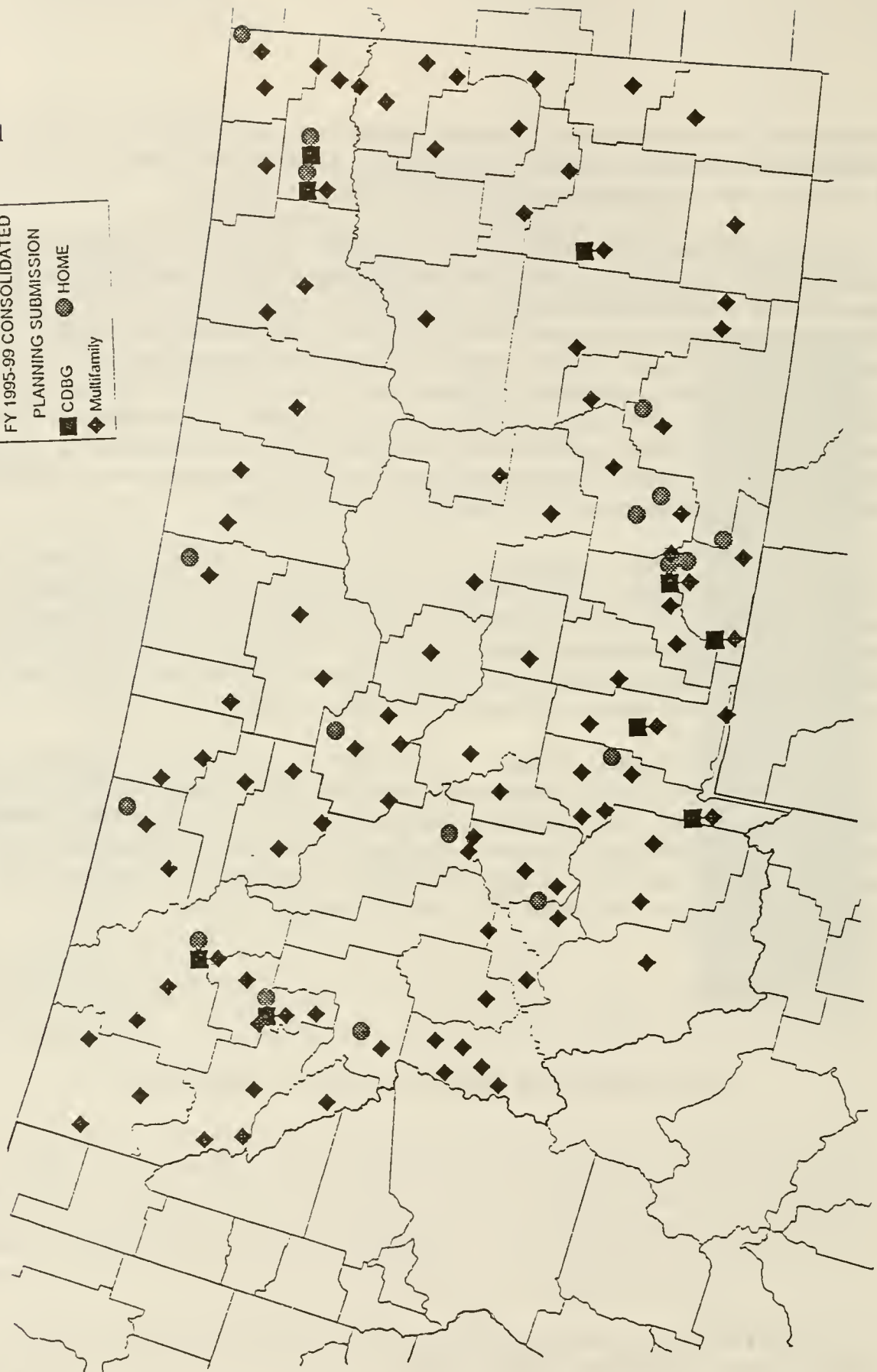
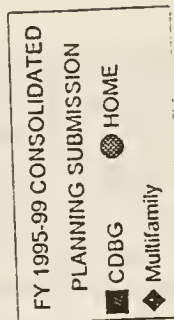
The needs identified and prioritized at the state level may not retain a similar priority V rating for implementation at local levels. The statewide priority classification described herein

represents only a general indicator of anticipated applications; actual application activity by local jurisdictions may be different, as the identification and quantification of needs at the local level is incumbent upon the local community.

Montana intends to implement its plan statewide (except for the entitlement areas of Billings and Great Falls and various jurisdictions guided by tribal agencies), and distribute housing funds under its direct control in a competitive process founded on needs identified at the local level. This means that each local entity must evaluate its needs carefully, articulate them well, present a plan to acquire program resources, and compete with other jurisdictions applying for the same scarce funds. Montana does not have sufficient resources to fulfill all requests for funding, or to address all problems at the same time. Those organizations with the best planned and articulated applications receive funding within a competitive arena. Generally, CDBG funds will be spent in nonentitlement areas and HOME Program funds administered by MDOC will be available statewide (excluding the city of Billings).

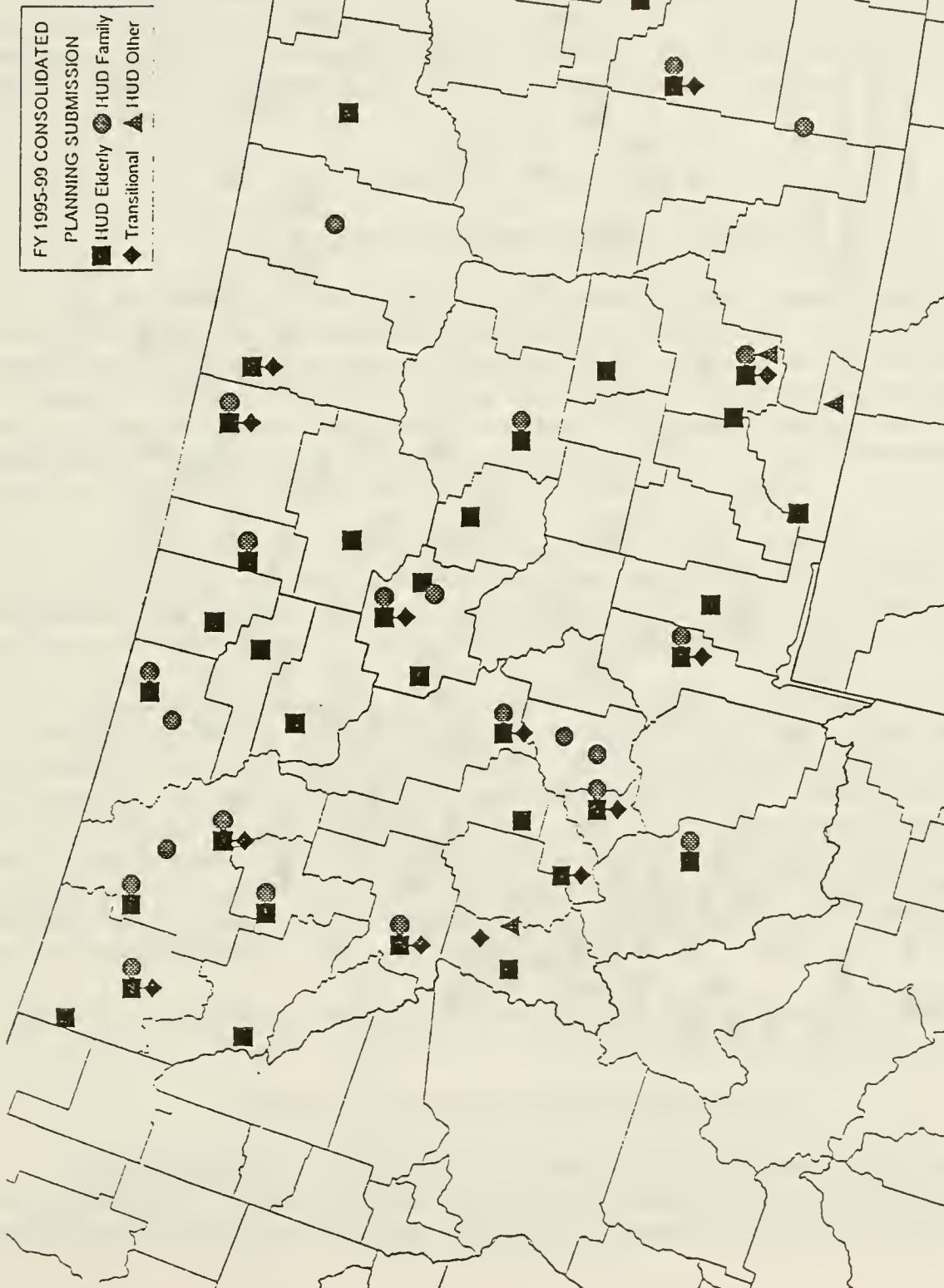
Historically, MDOC programs have been implemented on a statewide competitive basis; further, entities receiving CDBG funds are now forced to draw down their allocations by 50 percent before they are eligible to apply for additional program funds. This method has been shown to disburse funds equitably throughout the state, allowing all groups an equal chance to apply for funds. Therefore, program activities associated with entitlement areas, nonentitlement metro areas, and rural areas are all represented in this housing plan.

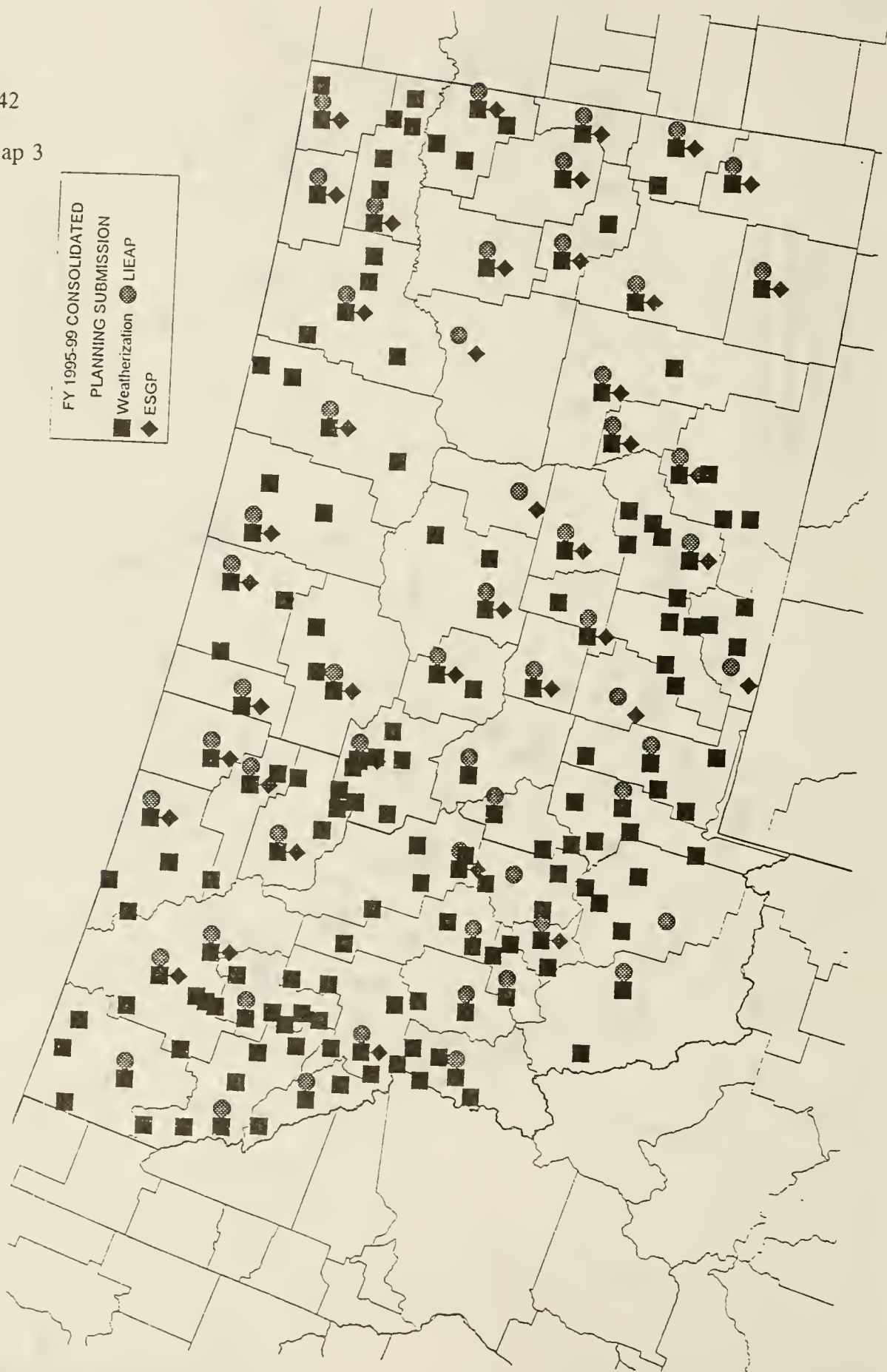
Together, all funding methods, whether formula or competitive, tend to be widely disbursed throughout the state. Furthermore, when included with other program activities not administered by MDOC, the distribution becomes widespread and broadly dispersed throughout the state. Maps 1 through 3 present a geographic picture of the distribution of federally supported housing programs and services delivered in the state over the past year. It is anticipated that similar distributions will occur in the upcoming year.





map 2





### 3. HOUSING AND HOMELESS RESOURCES AVAILABLE

The State of Montana has a wide array of programs it intends to implement, deliver, or manage throughout the upcoming five-year period. These are briefly reviewed below. The arrangement within each category does not imply any priority the program may be given by the State. The program descriptions are then followed by a discussion of activities to be undertaken, by activity type.

#### a. FEDERAL PROGRAMS

##### Home Investment Partnerships Program (HOME)

The HOME program, administered by the Housing Assistance Bureau of MDOC, was created under Title II (the Home Investment Partnerships Act) of the 1990 National Affordable Housing Act. The program expands the supply of decent, affordable housing for low- and very low-income families; builds state and local capacity to design and carry out affordable housing programs; provides financial and technical assistance to participating jurisdictions, including model program development; and strengthens partnerships among all levels of government and the private sector in the development of affordable housing.

The program allows a wide range of eligible activities. Eligible activities include tenant-based rental assistance; assistance to first-time home buyers; property acquisition; new construction; reconstruction, relocation, or demolition; moderate or substantial rehabilitation; site improvements; and other activities to develop nonluxury housing.

All metropolitan cities (except Billings), urban counties, contiguous units of local government, and CHDOs (Community Housing Development Organizations, certified nonprofit organizations) are eligible to apply for HOME funds under the program administered by MDOC. A formula allocation of funds is distributed to each state and eligible city. MDOC and the City of Billings are the only participating jurisdictions in the state. No other cities in the state are large enough to qualify as a participating jurisdiction under HOME. Fifteen percent of funds are set aside for programs owned, developed, or sponsored by CHDOs. HOME funds are distributed on a competitive basis. All HOME funds must assist families below 80 percent of the area median income.

*Contact person: Dave Parker, HOME Program Manager, Housing Assistance Bureau (406) 444-0092.*

##### Community Development Block Grant Program

Montana administers nonentitlement CDBG funds through the Community Development Bureau of MDOC. The state makes grants only to units of general local government that carry out community development activities. Montana's Community Development Block Grant



Program is a federally funded competitive grant program designed to help communities of less than 50,000 population with their greatest community development needs. Eligible applicants are limited to general purpose local governments. All projects must principally benefit low- and moderate-income persons.

The basic categories for local community development projects are housing, public facilities, and economic development. The CDBG program provides grants to carry out a wide range of community development activities directed toward housing and neighborhood revitalization, economic development, and improved community facilities. Some of the activities that can be carried out with CDBG funds include the acquisition of real property; rehabilitation of residential and nonresidential properties (including special facilities for the handicapped); construction of new, affordable housing (when sponsored by a nonprofit organization); provision of public facilities and improvements such as water and sewer, or solid waste facilities or senior citizen centers; and assistance to for-profit businesses to help with economic development activities that will result in the creation or retention of jobs.

Regarding the housing category, CDBG funds may be used to make low or no interest loans to low- and moderate-income families to allow them to rehabilitate homes in substandard condition. CDBG funds can also be used to finance or subsidize the construction of new permanent residential units where the CDBG funds will be used by a local nonprofit organization. Housing projects can include site improvements to publicly owned land or land owned by a nonprofit organization to be used for new housing. Transitional housing is eligible under the public facilities category. The acquisition of sites for new housing and conversion of existing nonresidential structures for residential use are also eligible CDBG housing activities. A new eligible activity includes homebuyer assistance to expand home ownership among low- and moderate-income persons. These activities include the subsidy of interest rates and mortgage amounts for low- and moderate-income homebuyers, financing the acquisition of housing that is occupied by the homebuyers, providing up to 50 percent of any down payment required, or paying reasonable closing costs.

The primary objective of the CDBG program is to develop viable communities by providing decent housing and a suitable living environment and by expanding economic opportunities for persons of low- and moderate-income. Seventy percent of the funds must be used for activities that benefit low- and moderate-income persons. Anticipated activities include:

- acquisition of property for public purposes;
- construction of public works projects;
- demolition;
- construction of new, affordable housing;
- rehabilitation of public and private buildings;
- assistance to nonprofits for community development activities; and
- assistance to for-profit businesses for economic development activities.

*Contact person: Gus Byrom, CDBG Program Manager (406) 444-4477.*

### **Homeless Assistance Grants/Emergency Shelter Grants Program**

The Family Assistance Division's Homeless Assistance grants are to help improve the quality of existing emergency shelters for the homeless, make available additional shelters, meet the costs of operating shelters, and provide essential social services to help prevent homelessness. The grants are 100 percent funded by the U.S. departments of Health and Human Services and Housing and Urban Development. According to federal law, 95 percent of funds received must be allocated to the 12 regional Human Resource Development Councils (HRDCs). The grants fund the renovation, rehabilitation, or operating costs of homeless shelters, and the provision of follow-up and long-term services to help homeless persons escape poverty. Shelters to be assisted and service to be delivered are determined by the HRDCs. In FY 1995, the department will receive \$115,000 of HUD and \$73,361 of HHS funding for the homeless.

*Contact person: Jim Nolan, Family Assistance Division, Dept. of Social and Rehabilitation Services (406) 444-4546.*

### **Housing Opportunities for Persons With AIDS**

The Housing Opportunities for Persons with AIDS program (HOPWA) was established by the National Affordable Housing Act. There are two types of HOPWA grants: formula entitlement grants (90 percent of funds allocated) and competitively awarded grants (10 percent of funds allocated). HOPWA grants are to provide states and localities with the resources and incentives to devise long-term strategies for meeting the needs of low-income persons with AIDS and related diseases. To qualify for a formula allocation, states or eligible metropolitan areas must have more than 1,500 cases of AIDS, a HUD-approved CPS, and a population of more than 500,000 people for EMAs. For states, the 1,500 AIDS cases must be outside state EMAs.

All localities and states, regardless of population and number of AIDS cases, may apply for grants on projects of national significance. National significance is determined by the innovation of the project compared to other applying projects, and the potential for replication of the project. These funds are aimed at states that do not qualify for formula grants, localities outside of EMAs, and localities inside EMAs that do not have a HUD-approved CPS. For the FY 1993 competitive grant program, only government organizations could apply for funds. Most activities proposed by the applicant will be considered for eligibility.

*Contact person: Bruce Desonia, Sexually Transmitted Diseases/AIDS, Dept. of Health and Environmental Sciences (406) 444-3565; Office of Community Planning and Development, HUD-Denver (303) 672-5414.*

### **HOPE 1 (Public Housing Homeownership) Program**

The HOPE 1 Program is to assist in providing affordable homeownership for residents of public and Indian housing. HOPE 1 funds are available in planning and implementation



grants. Eligible activities for planning grants include replacement housing, development of resident councils, counseling, training and technical assistance, underwriting feasibility studies, preliminary architectural work, and development of security plans. The maximum planning grant amount is \$200,000, and matching funds are not required. Mini planning grants are available. With implementation grants, a grantee can fund rehabilitation, replacement reserves, legal fees, relocation, economic development activities, and administrative and operating costs. Implementation grants fund developing the housing. There is no cap on overall grant amounts, but some eligible activities are capped. This type of grant requires nonfederal matching funds. Both grant types are awarded on a competitive basis. Resident management corporations, resident corporations, cooperative associations, public or nonprofit organizations, public bodies or agencies, Public Housing Authorities, and Indian Housing Authorities are eligible to apply for HOPE 1 grants.

*Contact person: HUD-Denver, Office of Public Housing (303) 672-5378.*

### **HOPE 2 (Homeownership of Multifamily Units) Program (Title IV)**

The HOPE 2 program was authorized in subtitle B of Title IV of the National Affordable Housing Act of 1990. Program funds are to be used to assist in developing homeownership opportunities for low-income persons by providing planning and implementation grants to organizations that will help families purchase and maintain units in multifamily projects. The projects must be owned by the government, FHA-distressed, or subject to mortgages that are insured or held by HUD. Resident councils, resident management corporations, cooperative associations, mutual housing associations, public or private nonprofit organizations, public housing agencies, and Indian housing authorities are eligible to apply. Joint applications may be submitted. Grants are awarded competitively. Implementation grants must be matched with nonfederal funds that are at least 33 percent of the grant amount. The maximum implementation grant is based on the present published Section 8 Existing Fair Market Rents over a 10-year period. These grants can fund rehabilitation, replacement reserves, legal fees, relocation, economic development activities, administrative and operating costs, and acquisition. Planning grants are no longer available.

*Contact person: Deanna Beaudoin, Office of Housing, HUD-Denver Regional Office (303) 672-5357.*

### **HOPE 3 (Homeownership of Single Family Homes) Program**

HOPE 3 provides financial assistance for homeownership. HOPE 3 implementation grants may be used for the following: acquiring and rehabilitating property; assisting first-time home buyers in purchasing housing; economic development to promote self-sufficiency of home buyers; administrative costs; replacement reserves; and home buyer outreach selection and counseling. Eligible sources for housing are single-family properties currently owned or held by federal agencies and state or local governments (including their agencies). HOPE 3 eligible



applicants include private nonprofit organizations, public agencies, cities, states, counties, and PHAs or IHAs in cooperation with a private nonprofit or cooperative association. Grants are awarded competitively within a regional pool. Implementation grants must be under \$3 million.

*Contact person: Karen Clark, Office of Community Planning and Development, HUD-Denver (303) 672-5414.*

### **HOPE for Youth (YOUTHBUILD)**

The HOPE for Youth program was created as section 164 of the Housing and Community Development Act of 1992, which added it as a new subtitle D to the 1990 National Affordable Housing Act. Under YOUTHBUILD, the energies and abilities of youth who have dropped out of school or are in danger of dropping out are utilized to develop permanent and transitional affordable housing for low-income families and the homeless and to reconstruct urban neighborhoods. The program is geared toward young men and women aged 16 to 24. It provides academic and basic skills in preparation for a high school equivalency diploma and construction trades training. Half of the youth's time is spent working, the other half in actual construction or rehabilitation of housing under the supervision of trained and licensed construction workers. No funding for this program was received by the HUD Region VIII Denver Office.

### **Low-income Housing Preservation and Resident Homeownership Program (Title VI)**

The Low-income Housing Preservation and Homeownership Program was authorized in Title VI of the National Affordable Housing Act of 1990. The program provides competitive grants to assure the continuation of Section 221(d)(3) and Section 236 projects, whose low-income use restrictions could otherwise expire after 20 years of the final mortgage endorsement. The grants are financial incentives to retain project-subsidized housing projects, and to encourage sales to purchasers who will keep the property for low-income persons. Resident corporations, owners of low-income housing, nonprofit organization, state or local agencies, or any entity that agrees to maintain low-income affordability restrictions may apply for funding.

*Contact person: Richard Fox, Office of Housing, HUD-Denver Regional Office (303) 672-5353.*

### **Shelter Plus Care Program**

Shelter Plus Care grants help to provide housing and supportive services on a long-term basis for homeless people with disabilities, especially serious mental illness, chronic drug or alcohol problems, and AIDS. Program grants are used for the provision of rental assistance payments through Section 8 Moderate Rehabilitation (SRO), sponsor-based rental assistance (SRA), tenant-based rental assistance (TRA), or project-based rental assistance (PRA). HUD requires that 10 percent of total funds be made available for each of these four program types.

Shelter Plus Care funds are awarded in a nationwide competition, with priority given to homeless needs. States, units of local government, Indian tribes, and Public Housing Authorities can apply for Shelter Plus Care grants. Support services must match rental assistance and must be supplied by federal, state, or local governments; or private sources.

Non-PHA applicants applying for the SRO component must subcontract with a PHA to administer the rental housing assistance. Applicants for the SRA must subcontract with a nonprofit organization, also called a sponsor, to provide rental assistance to sponsor-owned or leased units. PRA applicants must subcontract with a building owner to provide rental assistance for units in a particular property.

*Contact person: Don Bahr, Office of Community Planning and Development, HUD-Denver (303) 672-5414.*

### **Supportive Housing for the Elderly (Section 202)**

Supportive Housing for the Elderly provides funding to expand the supply of housing with supportive services for very low-income persons 62 years of age or older. Initial legislation authorizing this program was enacted in the Housing Act of 1959 (Section 202), and was amended in 1990 by Section 801 of the National Affordable Housing Act. Section 202 funding falls into two categories: capital advances and project rental assistance. Capital advances are to finance elderly housing that also offers supportive services. The advances are non-interest-bearing, and are based on development cost limits published in the *Federal Register*. Project rental assistance covers the difference between the HUD-approved expense per unit and the amount the resident pays. Funds can be used for acquisition, rehabilitation, new construction, rental assistance, and support services for households containing at least one person over 62 years of age. Private, nonprofit organizations, and consumer cooperatives are eligible to apply.

*Contact person: Lorin Hunt, Office of Housing, HUD-Denver Regional Office (303) 672-5485.*

### **Supportive Housing for Persons with Disabilities (Section 811)**

Section 811 grant monies are awarded to private, nonprofit organizations providing assistance to expand housing with supportive services for persons with disabilities. This often includes group homes, independent living facilities, and intermediate care facilities. Section 811 is targeted for persons with a physical disability, developmental disability, or chronic mental illness that is expected to be of long and indefinite duration, substantially impedes the person's ability to live independently, and is of such a nature that such ability could be improved by more suitable housing conditions.

The program was authorized by the National Affordable Housing Act, Section 811. The competitive grants are available in two forms: capital advances based on the development cost limits published in the *Federal Register*, and project rental assistance to cover the difference

between HUD-approved operating costs and 30 percent of the resident's adjusted income. Occupancy is open to very low-income persons between the ages of 18 and 62.

*Contact person: Lorin Hunt, Office of Housing, HUD-Denver Regional Office (303) 672-5485.*

### **Supportive Housing Program**

This program was created by the Housing and Community Development Act of 1992. It replaces the Supportive Housing Demonstration Program (Transitional Housing Demonstration Program and Permanent Housing for Handicapped Homeless Program) and Supplemental Assistance for Facilities to Assist the Homeless (SAFAH). It incorporates many features of these programs into one program of assistance to governmental entities and private nonprofit organizations to provide housing and supportive services to homeless people. In FY 1993, \$100 million was available for the program. The Supportive Housing Program provides funding under four main components:

- Transitional housing to facilitate the movement of homeless individuals and families to permanent housing.
- Permanent housing that provides long-term housing for homeless people with disabilities (including AIDS and related diseases).
- Housing that is part of a particularly innovative project for meeting the immediate and long-term needs of homeless individuals and families.
- Supportive services for homeless individuals and families not provided in conjunction with supportive housing facilities.

The SHP covers acquisition, rehabilitation, new construction, leasing of structures, operating costs, supportive services, and administrative costs. Grants for operating costs are up to 75 percent for the first two years, and 50 percent for the next three years. Funds for acquisition, rehabilitation, and new construction must be equally matched by cash from other sources. Grants are available to states, local governments, other government entities, Indian tribes and housing authorities, private nonprofit organizations, and community mental health associations that are public nonprofit organizations. There is \$290 million available for this program this year, with \$50 million earmarked for the Safe Havens component and \$20 million for the Rural Homeless Initiative.

Within the SHP, Safe Havens grants provide very low-income housing for homeless people with serious mental illnesses. It is intended to take in people who may not be willing to enter a housing program. Funds may be used for new construction, acquisition, rehabilitation, leasing assistance, low-demand support services, outreach activities for eligible persons, and operating costs. Governments, private and public organizations may apply for funding. All funds must be matched. New construction is restricted to \$400,000 with a one-for-one match. Acquisition and rehabilitation are held to \$200,000 to \$400,000, depending on high cost areas.



The Rural Homeless Initiative provides for the same activities as SHP, but incorporates homeless prevention activities. Preventive measures can include assistance with rent payments and advocacy, etc., and are to keep rural residents from becoming homeless.

*Contact person: Don Bahr, Office of Community Planning and Development, HUD-Denver (303) 672-5414.*

### **Section 8 Moderate Rehabilitation Program for Single Room Occupancy (SRO)**

Under the Section 8 Mod Rehab SRO Program, HUD enters into annual contribution contracts with Public Housing Authorities (PHAs) in connection with the moderate rehabilitation of residential properties that will contain multiple single room dwelling units. Funds can be used for operating expenses, debt service for rehabilitation financing, and monthly rental assistance. Funding for the cost of unit rehabilitation must come from other sources, and units must need a minimum of \$3,000 in rehabilitation. PHAs, Indians Housing Authorities (IHAs), and private nonprofit organizations can apply for grants. Nonprofit organizations must subcontract with a PHA to administer SRO rental assistance. Grants are awarded in a nationwide competition on the basis of need and ability to undertake an SRO program.

Due to limited resources, HUD will only accept applications that propose to assist homeless individuals and those already living in units eligible for Section 8 assistance. In order to assure some assistance to homeless people, 50 percent of the units proposed for assistance must be vacant at the time of application submission.

*Contact person: Roger Federsen, Montana Dept. of Commerce, Housing Assistance Bureau, (406) 444-2804.*

### **Rural Homelessness Grant Program**

Rural Homelessness grants provide direct emergency assistance, homeless prevention assistance, and assistance for permanent housing. Private nonprofit organizations, Indian tribes, county and local governments may apply. Other eligible areas are all areas outside of Metropolitan Statistical Areas and rural census tract within MSAs. The grants are designed for the following: rent, mortgage, or utility assistance; security deposits; support services; rehabilitation; short-term emergency lodging; transitional housing; cost of using federal inventory property programs; and capacity building.

*Contact person: Don Bahr, Office of Community Planning and Development, HUD-Denver (303) 672-5414.*

## Section 8 Single Room Occupancy (SRO) Moderate Rehabilitation Program for Homeless Individuals

This program is to rental assistance for homeless individuals in rehabilitated SRO housing. The Section 8 assistance is provided in the form of rental assistance payments. These payments equal the rent for the unit, including utilities, minus the portion of the rent payable by the tenant under the U.S. Housing Act of 1937. Rehabilitation must involve a minimum expenditure of \$3,000 per unit, including its prorated share of work to be accomplished on common areas or systems, to upgrade to decent, safe, and sanitary condition to comply with the Housing Quality Standards. The maximum expenditure allowed per unit is \$15,900. Private nonprofit organizations, Indian Housing Authorities (IHA), and Public Housing Authorities (PHA) are the only eligible applicants. Private nonprofits must subcontract with PHAs to administer the rental assistance.

*Contact person: Don Bahr, Office of Community Planning and Development, HUD-Denver (303) 672-5414.*

### Energy Programs

Energy program funds are available from the Department of Energy and other agencies. Allocations can be used for rehabilitation and new construction.

#### A. Weatherization

Energy costs are one of the greatest demands on a low-income family's resources. During Montana's winter, these costs can exceed rental or mortgage costs. The weatherization program, administered by the Montana Department of Social and Rehabilitation Services, Family Assistance Division, is 100 percent funded by the U.S. Department of Energy and Department of Health and Human Services. The program is designed to help low-income persons reduce their home heating costs and to conserve natural resources. The funds are directed toward local Human Resource Development Councils (HRDCs) and tribal organizations. These groups decide where the grant money will be spent to install energy saving measures in the homes of low-income persons. Homes are prioritized based on energy consumption. Specific measures are decided upon after each home has had an energy audit to determine what activities would be most cost-effective. Measures include insulation, caulking, furnace repair and replacement. Labor and materials are purchased locally. By reducing overall costs, weatherization helps a family stay in their home, increasing family self-sufficiency.

*Contact person: Jim Nolan. Family Assistance Division, Dept. of Social and Rehabilitation Services (406) 444-4546.*

### **B. Low Income Energy Assistance Program (LIEAP)**

The Family Assistance Division's Low Income Energy Assistance Program (LIEAP) is 100 percent funded by the U.S. Department of Health and Human Services. The goal of this program is to assist low-income families in meeting the home heating costs. Funding for each household is determined using a series of matrix tables that factor the household's income, fuel type, size and type of home, and local heating degree days. Payments are made to the household's utility company. Supplemental payments are available for very low-income households. Emergency payments are allowed for unforeseen energy-related events. Up to 15 percent of the block grant may be used for weatherization activities to decrease long-term heating cost problems.

*Contact person: Jim Nolan, Family Assistance Division, Dept. of Social and Rehabilitation Services (406) 444-4546.*

### **Low Income Housing Tax Credit Program**

The low income housing tax credit is available under Section 42 of the Internal Revenue Code of 1986. The credit was first allocated in Montana in 1987. The federal income tax credit is available to owners of qualifying rental housing that meets stated rent limitations and low-income occupancy requirements. Owners of all buildings, except for certain buildings financed with tax-exempt bonds, must obtain a credit allocation from the appropriate state agency before claiming the tax credit. The Montana Board of Housing allocates the credit for housing located in Montana. The credit allowance for each state will be no greater than \$1.25 per state resident. The tax credit is for residential rental buildings that are available to the general public and are part of a qualifying low-income project. Ineligible units include transient housing (initially leased for less than six months), buildings of four or fewer units that are occupied by the owner or a relative of the owner, nursing homes, life care facilities, retirement homes providing services other than housing, dormitories, and trailer parks. The tax credit may be used in conjunction with the construction, substantial rehabilitation, or acquisition and substantial rehabilitation of qualifying residential rental housing.

This program has made use of federal tax credits to provide incentives to developers to create low-income housing. Housing built under the program was restricted to individuals with incomes at or below 60 percent of HUD median income. In addition, rents were restricted to 30 percent of monthly median income. The board allocated \$635,065 in federal tax credits for 154 units of rental housing. Through FY 1993, the board allocated \$2,912,959 in tax credits for 943 units of rental housing in 38 projects.

*Contact person: Maureen Rude, Administrator, Montana Board of Housing (406) 444-3040.*



## **RURAL ECONOMIC AND COMMUNITY DEVELOPMENT SERVICES PROGRAMS**

Rural Economic and Community Development Services (RECDS) loans are available for housing in open county, communities of 10,000 or fewer people, and some communities of 10,000 to 20,000 people.

*Contact person: James Holzler, RH Chief; Helen Anderson, MFH Coordinator, RECDS Bozeman, (406) 585-2515.*

### **RECDS MULTIFAMILY HOUSING PROGRAMS**

#### **Rural Rental Housing Loans (Section 515)**

Loans are made to build, purchase, or repair apartment-style, garden-type or similar multi-unit housing. The housing must be modest in size, design, and cost, but adequate to meet the tenant's needs. The housing is for families and individuals with low and moderate incomes, and for senior citizens. Funds may also be used to buy and improve the land on which the buildings are to be located, provide streets and water and waste disposal systems, supply appropriate recreation and service facilities, install laundry facilities and equipment, landscape, or other measures to make the housing an attractive addition to the community. Funds may not be used for special care, nursing, or other institutional types of housing. Rental housing loans may be made to individuals, trusts, associations, partnerships, limited-partnerships, state or local public agencies, consumer cooperatives, and profit and nonprofit corporations.

#### **Congregate Housing and Group Homes**

This program is designed to provide congregate and group housing for persons with low and moderate incomes and those age 62 and over. Congregate housing is residential housing consisting of private apartments and central dining facilities in which services are provided to tenants to enable them to remain independent. A group home is housing that is occupied by elderly, handicapped, or disabled tenants sharing living space within a rental unit in which resident assistance may be required. Funded housing is not for persons needing continuous medical or institutional care. The housing must provide several services including daily meals, transportation, recreation, housekeeping, and personal services. The following related items may also be funded: buying and improving the land; street and water and waste disposal systems; recreation and service facilities; laundry facilities; and landscaping. Loans can be made to individuals, partnerships, trusts, associations, state or local public agencies, consumer cooperatives, and corporations.

#### **Rural Cooperative Housing Loans**

Loans are available to provide cooperative-style housing projects for persons with low and moderate incomes. Funds do not finance individual cooperative units within the projects.

Loans are primarily made to build, purchase, or repair housing, usually duplexes or similar multi-unit dwellings. Funds may be used to buy and improve the land on which buildings will be located, provides streets and water and waste disposal systems, supply appropriate recreation and service facilities, laundry facilities and equipment, and for landscaping. Borrowers are consumer cooperatives that will organize and operate the cooperative on a nonprofit basis.

## **RECDS SINGLE-FAMILY HOUSING PROGRAMS**

### **Home Ownership Loans**

Home ownership loans may be used to buy, build, improve, repair, or rehabilitate rural homes and related facilities, and to provide adequate water and waste disposal systems. Homes can be built on individual tracts or in subdivisions. Modernization (e.g., add bathrooms, central heating, modern kitchen) is also an eligible activity. Borrowers may purchase an existing house and lot or buy a site on which to build. In some cases, funds may be used to refinance debts on a home. The loans are to help low- and moderate-income families and persons. Recipients must be without decent, safe housing, unable to obtain a reasonable loan from another source, have sufficient income to make house payments and living expenses, and possess the legal capacity to incur the loan obligation. Loans may be made for up to 100 percent of the RECDS-appraised value of the site and home.

### **Home Improvement Loans and Repair Loans and Grants**

A rural homeowner whose house needs fixing up may be eligible for a loan and/or grant through this program. Home improvement loans are made to people who may not need or cannot afford a new house, but need some work done on their present house to bring it up to minimum standards. Loans and grants can also be made to remove health or safety hazards from dwellings. Grants and grant/loan combinations are available only to low-income elderly (62 years or older) homeowners. The type of assistance available depends upon income: If income is so low as to permit only removal of health and safety hazards, a repair loan and/or grant may be available; if income is slightly higher, a home improvement loan and/or grant may be possible. In general, repair loans and grants may be used to remove health hazards by repairing roofs; providing a sanitary water and waste disposal system that meets local requirements; installing screens, windows, or insulation; or other steps. Home improvement loans may fund similar items, but go further by bringing the home up to minimum standards and making changes for the convenience of the residents, such as adding a room or remodeling. Persons who own and live in a home on a farm, in the open country, or in towns of up to 10,000 population may apply if they cannot secure credit from regular commercial lenders.

### **Rural Housing Guaranteed Loans (Section 502)**

The purpose of this program is to assist low- and moderate-income households through the guarantee of loans made by conventional lenders for acquisition of modest single-family

homes. Loan applicants must not own an adequate dwelling; be without sufficient resources to provide necessary housing and unable to secure necessary credit from conventional lenders; be a U.S. citizen or legally admitted; have legal capacity to incur the loan obligation; will be the owner occupant; have an acceptable credit history; have an adjusted income no more than 100 percent of the area median income; and have adequate and dependable income. The unit must be modest, relating to the maximum mortgage limits.

### **Housing Preservation Grants**

Grants are made to public bodies, nonprofit organizations, or Indian tribes to facilitate the repair of rural individual homes or rental properties (single- or multi-unit). That entity then provides financial assistance to low- or very low-income rural households who own homes urgently in need or repair, or to owners of rental housing who will make the rehabilitated units available to low- and very low-income renters.

## **OTHER RECDS HOUSING PROGRAMS**

### **Farm Labor Housing Loans and Grants (Section 514 loans, Section 516 grants)**

The Farm Labor Housing program finances low-rent housing for domestic farm laborers. Funds may be used to build, buy, improve, or repair farm labor housing and to provide related facilities. They also may be used to buy building sites; purchase basic durable household furnishings; and develop water, sewage disposal, heating, and lighting systems. Funds cannot be used to refinance debts. A loan may be made to an individual farm owner, association of farmers, state or political subdivision, broad-based public or private nonprofit organization, or a nonprofit organization of farm workers. Grants may be made to a state or political subdivision, broad-based nonprofit organization, or nonprofit organization of farm workers.

### **Rental Assistance Program**

Low-income and very low-income rural families, including elderly, may pay reduced monthly rents for apartments they occupy under the RECDS's Rental Assistance Program. The program is designed to reduce out-of-pocket expenses for rent, including utilities. Families must be residents of rental housing projects financed by RECDS to be eligible to participate. Rent must exceed 30 percent of the occupant's adjusted annual income for them to qualify. The adjusted income ceiling is determined by household size and is 80 percent of the area median income. All RECDS-financed rural rental projects controlled by borrowers who agree to operate the housing on a limited profit or nonprofit basis, plus farm labor housing loan and grant recipients who are public bodies, broad-based nonprofit organizations, or nonprofit organizations of farm workers, are eligible.



## 2. NON-FEDERAL AND STATE PROGRAMS

### Energy Efficient Affordable New Home Program

The Energy Efficient Affordable New Home Program is a pilot program of the Montana Board of Housing and Department of Natural Resources and Conservation for construction of detached single-family homes that meet certain energy efficiency requirements. The Board of Housing has set aside \$3 million for financing these homes with an interest rate of 5.875 percent. Thirty-year mortgages will be available in areas of the state where utility companies are participating as partners in the program. Generally these areas are where utility companies are already offering some type of energy efficiency program to their residential customers. About 31 homes will be financed in the pilot program. Loans will be spread among participating communities, with each community initially receiving up to five loans.

The residence must be a detached single-family home. The purchaser must either have not owned a home in the previous three years, or build in an area targeted by the Board of Housing. Targeted areas include Blaine, Deer Lodge, Flathead, Hill, Mineral, Missoula, Sanders, and Silver Bow counties, the city of Great Falls, and the towns of Browning, Busby, and St. Marie that are served by a participating utility. Purchasers must meet maximum income requirements, which vary by county and size of household, ranging between \$32,300 and \$50,120. They must also have a 5 percent down payment.

Loans made through this program will be available in amounts between the current FHA maximum loan amount for the area (at least \$75,500) and \$95,000, depending upon location. Homes financed under this program will be even more affordable for buyers because energy costs over the life of the home will be less than for homes built to meet the current building codes. The following utilities are participating in this program: Flathead Electric Cooperative; Great Falls Gas Company; Lincoln Electric Cooperative; Mission Valley Power; Missoula Electric Cooperative; Montana Power Company; Pacific Power; and Ravalli County Electric Cooperative. Because of their financial commitment to this program, utilities need to acquire energy savings from the homes constructed. Utility companies will review and approve individual house plans before the Board of Housing will set aside funds for an individual house. The utility also will inspect the energy efficiency measures of houses in the program during and after construction to verify installation. The participating utility must provide the electricity or natural gas used as the primary heating source for the homes. The Montana Power Company will allow electrically heated homes in the program only when natural gas is not available.

*Contact person: Louise Moore, Information Team Leader, Energy Division, Montana Department of Natural Resources and Conservation (406) 444-6749; Maureen Rude, Administrator, Montana Board of Housing (406) 444-3040.*

## **MONTANA BOARD OF HOUSING PROGRAMS**

The Montana Board of Housing was created by the Montana Housing Act of 1975 in order to alleviate the high cost of housing for low-income persons and families. The funds to operate the programs administered under the act are generated through either the sale of tax-exempt bonds or from administrative fees. The board receives no state funds to operate the programs. The board's programs fall into three categories: home ownership, multifamily, and elderly programs. Each is described below.

*Contact person (all Montana Board of Housing programs): Maureen Rude, Administrator, Montana Board of Housing (406) 444-3040.*

### **BOH HOME OWNERSHIP PROGRAMS**

#### **Single Family Bond Program (initiated in 1977)**

The Board of Housing works with approximately 80 lenders statewide to provide mortgages 1.5 percent below conventional rates to assist primarily first-time homeowners. In certain target areas, the borrowers need not be first-time purchasers. Since 1975, \$798 million in bond proceeds have been loaned to home buyers. In FY 1993, 444 people were assisted in the purchase of homes through this program.

#### **Mortgage Credit Certificate Program (initiated in 1987)**

This program enables moderate and low-income individuals to convert 20 percent of their annual mortgage interest expense from an itemization (income deduction) to a federal tax credit (tax payment reduction). In FY 1993, 3866 people were assisted by the program. While the program is mainly to assist first-time home owners, in certain target areas, the borrowers need not be first-time purchasers. The home is to be owner-occupied with limited business use of the property. The purchase price or construction cost of the home may not exceed \$75,500 or the FHA maximum insurance limit for the area. The refinancing of an existing home loan is not permitted.

#### **Home Buyers Cash Assistance Program (initiated in 1991)**

This program provides cash assistance to close a loan for home buyers having an income of no more than \$23,000. Funds may be used for up to 50 percent of the minimum cash required to close a loan (maximum advance of \$1,000), and these funds are currently combined with 5 $\frac{7}{8}$  percent, 30-year mortgage money. Purchase price of the home may not exceed \$50,000. In FY 1993, 36 people were assisted in this program.

**Disabled Accessible Affordable Homeownership Program (initiated July 1993)**

The board set aside \$3.5 million to provide affordable architecturally accessible homes for people with disabilities such that they can live independently. An eligible home buyer, spouse, child, or parent must have a permanent physical disability with a mobility impairment, may not have an annual income in excess of \$30,000 or total family assets exceeding \$50,000, and must be a first-time home buyer or had purchased a home prior to becoming disabled and it is no longer accessible to their needs. Thirty year mortgage financing is available at interest rates ranging from 2.75 percent to 6.5 percent, depending on the home buyer's annual income.

**Recycled Single Family Mortgage Program**

The board has made additional mortgage funds available through the recycling of mortgage prepayments and other funds held under prior bond issues of the Single Family Bond Program. The board works in partnership with local nonprofit housing providers and local governments to develop programs to target specific housing needs within the local community. The board provides the permanent below market rate 30 year mortgage financing, this is often times coupled with federal grants or local funds to assist in making home ownership more affordable for lower income individuals and families.

**BOH MULTIFAMILY PROGRAMS****Multifamily Rental Housing Program for Non-Profits (initiated February 1993)**

In February 1993, the Board of Housing initiated a pilot program to provide 30 to 40 year below market rate loan funds for the development of low-income multifamily rental housing. Eligible applicants are government entities and qualified nonprofit housing development organizations.

The Rental Housing Program provides mortgage funds for affordable rental housing for low-income Montanans. It is intended to build upon the capacity and knowledge of local governmental units and nonprofits to develop affordable housing to meet local needs. Funds are to be used to provide construction and permanent financing for projects meeting the terms and conditions detailed below. Proposals will be accepted based on a RFP distributed by the BOH. Due to tax law restrictions, applicants for the pilot project are limited to governmental units or nonprofit subsidiaries of governmental units. Approximately \$500,000 of the \$2.5 million available can be lent to other nonprofit groups such as HRDCs, Neighborhood Housing Services, and other private, nonprofit special needs corporations. The eligible applicant must be the owner of the project, oversee the construction, and be the property manager for projects financed under this program. The eligible applicant may contract with private industry for various segments of the project. Four low-income rental units were assisted in FY93.



### **Multifamily Bond Program (initiated February 1993)**

From 1978 to 1985, the Board of Housing financed 668 multifamily housing units in the state. The board issued multifamily bonds and notes aggregating an initial principal amount of \$24,410,000.

In July 1993, the board again made available construction and permanent loan financing for the acquisition and major rehabilitation and the new construction of low-income rental housing via the Multifamily Risk Sharing Pilot Program.

### **BOH ELDERLY PROGRAM**

#### **Reverse Annuity Mortgage Loan Program for Elderly Persons (initiated October 1990)**

This program enables persons 68 years or older to benefit from an additional income source from the use of their home equity. In addition to other uses, the funds may be used to make repairs or improvements to the home. Eligibility is subject to certain income requirements. Loans can be from \$15,000 to a maximum of \$40,000 each. The maximum loan amount would be based on 80 percent of the FHA-determined property value. Two senior homeowners were assisted by this program in FY 1993.

### **BOH INFRASTRUCTURE FINANCING PROGRAM**

#### **Infrastructure Financing for Affordable Housing (initiated February 1994)**

This program is to facilitate infrastructure development associated with mobile homes only, for site acquisition and or site improvement. The board provides 6 percent bridge loan financing for five years, the maximum loan amount is \$10,000 per site, and advance of bridge loan funds to be contingent upon permanent financing being in place. Eligible applicants are local government agencies, nonprofit agencies, and private developers (submitting proposals through Montana Financial Institutions).

## **4. LEAD-BASED PAINT HAZARD REDUCTION**

Childhood lead poisoning is one of the most common pediatric health problems in the United States today, and it is also preventable. In the last year, much has been done in Montana to plan how to detect and abate the hazard of lead-based paint, a frequent source of lead poisoning. The Montana Department of Health and Environmental Science's Childhood Lead Poisoning Prevention Program, funded by a Centers for Disease Control (CDC) grant, has been in place for a year. Funding has been secured for a second year. All services performed under this grant are contracted to the Butte Childhood Lead Poisoning Prevention Program, located in the Butte-Silver Bow County Health Department. The CDC grant is currently being used for three lead programs in western Montana. These programs are screening for elevated blood lead

levels, providing lead poisoning prevention education, and performing environmental assessments for families with elevated blood lead levels. The initial year's grant was in the amount of \$340,928.

The MDHES has requested that the legislature, through the implementation of state lead statutes, direct the MDHES to develop and enforce a state lead-based paint accreditation program in addition to a comprehensive lead program. Such legislation needs to be in place for the state to access federal lead detection and abatement grant funds. Legislation regarding testing standards and certification and training is underway.

Montana does not currently have a funded lead compliance program to address the accreditation of individuals engaged in lead hazard identification or reduction activities, the accreditation of training programs for these individuals, or the certification of contractors engaged in lead based paint related activities. The MDHES Occupational and Radiological Health Bureau (ORHB) is in the process of creating a program to certify training courses for workers, supervisors, and inspectors of lead-based paint evaluation sites. They are currently studying the programs in place in other states and developing a funding proposal. The Environmental Protection Agency (EPA) intends to have a set of regulations in place to guide the certification process for training courses. The ORHB currently enforces rules specific to asbestos removal, the accreditation of asbestos-related occupations, and the approval of training course providers. The ORHB therefore, has the personnel and expertise to address similar issues regarding lead-based paint activities. EPA Title IV funds have been added for FY 1995, to jump start state certification and training programs.

A proposal for the Montana Lead Abatement Project has been submitted to HUD under its Title X Lead-Based Paint Hazard Control Program. The proposal, submitted jointly by MDOC, MDHES, and the Montana Lead Education, Assessment and Detection (LEAD) Program, requests funds totalling \$2,629,000 for the purpose of implementing the Montana Lead Abatement Project. If the funds are received, MDHES will receive the HUD abatement grant funds, MDOC will access grant funds for reimbursement through Montana LEAD, and the Montana LEAD Program will manage the abatement project. Activities would be centralized in Montana LEAD's Butte office.

The proposed Lead Abatement Program would follow a three-year time schedule. In the first year, enabling legislation would be introduced, which should be passed by July 6, 1995. Between July 1995 and January 1996, rules would be issued, and initial training of lead abatement workers would be completed. Abatement could begin in April 1996, and work on 300 units should be finished by July 1997. The abatement would range from interim control measures to total abatement. Plans call for a testing site to be added in Billings, enabling an expansion of the data collection and analysis currently performed in Butte, Missoula, and Great Falls. The expansion would allow for a more complete determination of the nature and extent of the lead problem across Montana.

HUD lead abatement funds would support primary and secondary abatement efforts. It would provide deferred loans and grants to families of children with elevated blood lead levels discovered within the CDC-funded Montana LEAD Program's target site projects in Butte, Billings, Missoula, Great Falls, and surrounding rural communities; to HOME Program grant recipients with known lead-based paint hazards; and to CDBG fund recipients with lead hazards. Laboratory services will be provided to community programs using CDC funds, with supplemental testing funds available through the HUD grant.

Unfortunately, Montana will not receive funds for this application. However, proposed legislation and other preparatory actions are planned. Montana is preparing the institutional structure to begin assessment of the hazards.

## **D. NON-HOUSING PRIORITY NEEDS, OBJECTIVES, STRATEGIES**

### **1. NON-HOUSING COMMUNITY DEVELOPMENT NEEDS**

All non-housing community development needs directly addressed by the CPS pertain to projects and activities potentially eligible for funding through the Community Development Block Grant Program (CDBG). For the purposes herein, the CDBG program funds housing, (mentioned above), infrastructure, and economic development. The latter two are discussed below.

#### **a. INFRASTRUCTURE NEEDS**

Infrastructure is the collective, long-term investment by citizens in facilities and installations, or structures, necessary to their safety and convenience. Examples include transportation facilities (airports, roads, bridges), utilities (water systems, hazardous waste disposal), communication facilities (libraries), and jails. For many years, key structures such as bridges, roads, bus systems, water supply systems, sewage treatment, solid waste disposal, jails, libraries and courthouses have been taken for granted. For various reasons, there has been no systematic investment in operations, maintenance and replacement of the public facilities. Today, the results of this neglect are becoming critical. Unaddressed, the facilities will continue to decline and the costs of replacing these vital systems will escalate beyond the limits of the State's funding capacity.

In a large state with a small population, the cost of maintaining infrastructure systems is high. For example, in 1988, Montana spent \$416 per capita on its highways, the third highest in the nation. The interstate and state-maintained highways are in generally good condition, but county and municipally maintained roads need work.<sup>72</sup>

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<sup>72</sup> The Governor's Council on Economic Development, *The Next Century: Strategies for Advancing Montana's Economy*, December 1988.



There have been two studies of Montana's infrastructure done in the past 10 years. In 1984, the Governor's Task Force on Infrastructure published a report on the (then) current condition of Montana's infrastructure. In January 1991, the MDOC Community Technical Assistance Program, prepared a report called: *Statewide Infrastructure Needs By Type of Public Facility*. The findings are summarized below.

### **Water and Sewer Systems**

A water system is defined as: a water supply source, water treatment, a distribution system and storage. Its function is to provide a safe and convenient supply of water for drinking, fire protection and irrigation. In 1983, a water supply needs survey was conducted for the incorporated communities in the state. Based on survey results, it was estimated that \$100 million would be required for water supply repairs. In 1984, the task force reported that 35 percent of the 279 rural water systems were in need of major upgrading to bring them into compliance with state water quality standards. This would require funding on top of the \$100 million mentioned above. In 1991, the total financial need for water systems was estimated at \$357.7 million.

In addition, due to the phasing-in of new federal mandates in the 1990s, drinking water systems have to test for 83 different pollutants. If unacceptable pollutant levels are found, the local authority may have to install new equipment or construct new treatment facilities. Although the costs for compliance has not been quantified for all Montana water systems, clearly millions of additional dollars will be needed. For example, preliminary information regarding the surface water treatment rule (one of the 83 new mandates) suggests that this single federal mandate will cost water systems million of dollars for compliance activities.

Wastewater treatment and disposal systems prevent health hazards and nuisances to the public at large. The local authority (city, county, or sewer district) is charged with the physical and financial responsibility of operating and maintaining its wastewater facility. A 1984 evaluation of 203 public wastewater systems for which information existed indicated a monetary need of \$231.3 million for repair, replacement, or construction. These wastewater systems are also subject to new federal mandates. The new "sludge rule" alone will cost wastewater system million of dollars for compliance.

### **Solid and Hazardous Waste Facilities**

Solid waste facilities provide basic protection to human health and the environment by maintaining adequate waste management services. Local governments and private entities are responsible (and liable) for the financing, operation, and maintenance of Montana's waste management systems. Waste management includes landfills, transfer stations, and incineration systems. In 1984, it was estimated that \$19.65 million was needed for collection (a local responsibility), \$6.55 million needed for disposal facilities, and \$6.4 million needed to bring

systems across the state into compliance with DHES standards. In 1991 the total need was estimated to be between \$15 and \$17.5 million.

In 1984, there were no local government or state government hazardous waste facilities in Montana. Shipment to an out-of-state site was necessary when hazardous wastes exceeded the state's allowable limits for landfill disposal. Most hazardous wastes are generated by private industry; thus, that industry is responsible for the costs of shipping the waste out of state. The concern of the local government is 1) the monitoring of the local landfills to insure that the state safe levels of hazardous wastes are not exceeded, and 2) the liability that comes with a possible illegal contamination. In 1984 the local governments had a minor role in the funding of hazardous waste programs. Hazardous waste clean-up financial needs were estimated at several million dollars in 1991.

### Transportation Facilities

Safe and convenient bridges ensure the integrity of the state's transportation system. This system is essential to basic industries such as agriculture, wood products, and resource extraction. It is also important in facilitating tourist travel. In addition to commerce, the bridges provide access to recreation, local business, emergency transportation, and many other uses. Local governments are responsible for construction, reconstruction or rehabilitation of bridges on all public roads and streets in Montana that are not under the jurisdiction nor the maintenance responsibility of the state or federal government. In 1984, there were 2,142 bridges located on city and county jurisdiction roads and streets; 919 of them were in need of replacement, and 798 of them were in need of structural rehabilitation. The estimated cost of these repairs in 1984 was \$100 million, and in 1991 the need was estimated at \$81 million.

Roads provide the safe and convenient structure essential to the state's transportation system. A good street system plays a major role in community and economic development. The responsibility for supporting approximately 90 percent (70,000 miles) of the motor vehicle network in Montana falls on local governments. In 1984, the estimated cost for bringing the network of roads into good condition was \$8 billion, and in 1991 it was \$9.1 billion.

Airports provide a variety of public health, economic support, and public services to the state (e.g. air ambulance, business travel, mail services). The breakdown of any one airport in the network would have adverse effects on many statewide functions. In 1984, 64 out of 116 airports in the state were in need of major repairs/reconstruction and there was a need for two new airports in uncovered service areas. The estimated cost for repairs in 1991 was \$22.4 million.

Rail transportation is often tied to the economic vitality of a community. It is the most efficient bulk commodity carrier for long distances. Until the early 1980s, local governments were not responsible for rail facilities. However, due to abandonments and reductions in federal funding, local governments have been forced to assume responsibility for some of these

facilities. In 1984 there were 3,479 total rail miles in the state, 26 percent of which had been abandoned since 1979. This situation presents a major problem for some of the smaller communities. The 1991 estimated financial need in this area was \$30.3 million.

Montana's municipal bus systems serve two categories of users. First is the general public and second is the specialized, elderly or handicapped user. Responsibilities for public transportation are assumed by cities, counties, tribal governments, or special transit districts. Bus services for elderly and handicapped persons are generally provided by private, non-profit corporations which are also involved in some other type of service for the elderly and handicapped. In 1984, there were 12 public transportation systems in Montana which had needs costing about \$2.5 million. In 1991, the financial needs for a 10-year planning period were estimated at \$16 million.

### **Communications and Information**

At the time of the task force's report, communication facilities in the state had been used and thought of primarily in the area of emergency communications for police, fire, and other traditional providers of public welfare and safety. Of concern was the need to convert the low-band land mobile systems used by a minority of local governments to the high-band system used by the majority of local governments and the State; this would enable the two systems to be compatible. There were no estimates of the monetary needs to make the conversion.

Libraries are an informational resource center for Montana communities. They also provide recreational and social programs. The private sector plays a limited role in supporting and funding libraries. In 1983, Congress provided funds to Montana under the Library Services and Construction Grant Program. This allocation generated requests of over \$600,000 for the construction of new buildings or to do major remodeling.

### **Jails**

Jails exist basically to protect the general public from dangerous or irresponsible persons who may pose a safety threat to society. Jails are a holding facility for persons who are awaiting trial and for prisoners who are sentenced for limited terms. Jail construction and operation standards are designed to protect society and to protect the constitutional rights of prisoners. In 1984, Montana had 53 county jail facilities, only one of which was meeting constitutional standards. Generally, jails are built to last 30 years, and 21 of Montana's jails were more than 30 years old. The estimated cost of bringing existing jails up to constitutional standards was in excess of \$56 million.

### **Other Public Facilities**

Dams are often connected with having a supply of water for drinking and irrigation. They also provide flood control and recreation, and some generate hydro-electric power. When



dam structures break or have a failure, there may be both a loss of human lives and an economic loss to the locale. Many of Montana's dams are in need of repair. In 1984, the State owned 36 significant hazard structures and 28 high hazard dams, cities owned 13 dams that were significant hazards and 17 high hazard dams, and counties owned two dams that were rated as significant hazards and three that fit the definition of high hazard dams.<sup>73</sup>

There are a number of other facilities that are constructed, operated, and maintained by local governments that contribute to the quality of life of residents of local communities which do not fit into any of the above categories. Examples of these are: community centers, senior centers, animal shelters, courthouses, fire stations, museums, parks, parking facilities, police stations, and fairgrounds. The task force report did not have any information on local conditions and needs for most of these facilities.

**CPS TABLE 2(c)**  
**NON-HOUSING COMMUNITY DEVELOPMENT PRIORITY NEEDS SUMMARY TABLE**  
**STATE OF MONTANA - FIVE YEAR PLAN 1995 - 1999**

PRIORITY COMMUNITY DEVELOPMENT NEEDS	Priority Need Level High, Medium, Low, No such need	ESTIMATED DOLLARS NEEDED TO ADDRESS (IN MILLIONS)	ANTICIPATED DOLLARS AVAILABLE TO ADDRESS IN FISCAL 1995 (IN MILLIONS)
INFRASTRUCTURE IMPROVEMENT	H	\$580	
Solid Waste Disposal Improvements	H		
Waste Water Needs	H		
Water System Improvements	H		
Other Infrastructure	M		
PUBLIC SERVICE NEEDS	M		
PLANNING	M		
OTHER COMMUNITY DEVELOPMENT NEEDS	M	\$1,046	
Lead Based Paint/Hazards	M		
ECONOMIC DEVELOPMENT NEEDS	H	\$2,619	
<b>TOTAL PRIORITY NON-HOUSING COMMUNITY DEVELOPMENT NEEDS</b>	<b>M</b>	<b>\$4,244</b>	<b>\$6,500</b>

## SUMMARY

It is very difficult to solve these large and looming infrastructure problems. In a large state with a small population, the per capita cost of maintaining infrastructure systems is extremely high. Searching for money alone is not necessarily the most effective way to deal with the situation, and the state is facing a problem of monumental proportions. With infrastructure needs in the short run estimated to be about \$580 million dollars, it is obvious that State resources are inadequate to address the problem. CPS Table 2(c), above, presents the

<sup>73</sup> Montana Contractors' Association, *Montana's Infrastructure Crisis: A Report to the State*, Helena, September 1984.

estimated needs for non-housing community development needs (the narrative related specifically to economic development follows).<sup>74</sup>

## 2. NON-HOUSING STRATEGIES

During the past 22 years, there have been at least 10 separate reviews and studies of Montana's community development position by various public agencies and private-sector consultants.

In 1970, the Bureau of Business and Economic Research of the University of Montana completed the *Montana Economic Study*. Samuel Chase, Jr. and the other authors of the study concluded that Montana was unlikely to regain its relatively prosperous economic position and was likely to fall even further behind. The authors cautioned, "We do not believe that a permanent order of priorities -- a grand design -- can or should be established with respect to state actions to remedy the situation." Instead a continuous, orderly process allowing Montanans to consider facts and express their preferences in light of changing economic realities was recommended. The report avoided making specific recommendations on how to address the challenge of low economic growth, but called for tax reform, governmental reorganization, and consolidation.

In August 1976, Governor Thomas Judge presented the *Montana Governor's Policy Initiatives* as representative of the areas upon which he anticipated the executive branch would focus its primary attention during the 1977-79 policy cycle. Specific policy and programmatic initiatives covered General Government, Community Affairs, The Economy and the Environment, Education, Human Services, Public Safety and Protection, and Transportation. The ultimate goal of the plan was to create job opportunities at a rate sufficient to provide employment for all Montanans by identifying areas suitable for increased economic growth and activity, taking into consideration the existing economic base, availability of materials and energy, labor market factors, transportation, existing market demand, and pollution-control requirements.

The *Montana Economic Development Project*, co-sponsored by the state government and the Montana International Trade Commission, began working to identify and analyze new economic development opportunities for Montana in spring 1982. By January 1983, a strategic plan for economic growth was produced with the help of McKinsey and Co. The plan, while never put into final form and published, was used as a framework in 1987 by the Governor's Council on economic Development in the development of *The Next Century: Strategies for Advancing Montana's Economy*. The final summary draft of the 1983 McKinsey and Co. report contained detailed reviews of Montana's economic performance, an assessment of Montana's economic development assets and liabilities, and 22 specific recommendations to promote

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<sup>74</sup> These values pertain only to those program funds available through the Community Development Block Grant Program, Public Facilities and Economic Development.

growth, including the Ambassadors business recruitment effort, more support for tourism promotion, increased investments in infrastructure, the formation of a science and technology committee, and a comprehensive tax study.

During the period between 1983 and 1988, several of the recommendations of the 1983 work were acted upon, with many more initiatives directed to sector-specific task forces or industries for further study. Published works during this period included the proceedings of a July 1986 *Conference on Montana's Economic Future* featuring Dr. David Birch; papers presented to a *Conference on Taxation and the Montana Economy* in September 1986; and the *Report of the Economic Transition Task Force to the Governor* in November 1986. On March 22, 1987, the *Great Falls Tribune* published a special edition insert with the results of a survey of Montana leaders which recommended a list of individuals most likely to lead Montana through the economic transition. This insert also contained a series of essays by Montana leaders and academics who voiced opinions about particular government policies.

In August 1986, Pacific Power published a target industry study of Northwestern Montana.<sup>75</sup> This study was the result of a research effort to identify industries with the best development potential for Lincoln, Flathead, and Lake counties in Northwestern Montana. The report is a compilation of geographic, demographic, and economic characteristics of that area.

The industrial economy of NW Montana is mainly manufacturing of lumber and wood products and aluminum production. The manufacturing sector was the third largest employer in the area in 1984. Agriculture in the area is mostly wheat ranching and some fruit growing. Trade (retail and wholesale) was the largest employer in 1984 -- about 23 percent of total employment for the area. Government employment was the second largest sector in 1984, and the service sector was expanding. The tourism industry played a significant role in the NW Montana area as well.

Pacific Power targeted three groups of industries for economic development:

- Industries whose products are imported into the area.
- Industries that exist locally and export products out of the area to markets that are expected to grow.
- Industries whose primary production inputs are available, although the industries may not be represented in the area.

The top industries that were chosen were plating and polishing, welding apparatus, miscellaneous plastic products, aluminum castings, fabricated metal products, boat building and repair, furniture and fixtures, wood partitions and fixtures, and tourism. These industries were selected as having the best prospects and highest potential for development in the NW Montana economic area.

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<sup>75</sup> Pacific Power & Light Company. *Target Industry Study: Northwestern Montana*, Portland, Oregon, August 1986.



In December 1988, the Montana Ambassadors (a private organization of business and university leaders) published *Partnership for Progress*, a report which summarized the opinions of the Ambassadors' membership on the Montana economy, analyzed the economy and its problems, and made a number of recommendations related to tax reform, education, capital availability, workers' compensation reform, and other key development issues.

Also in December 1988, the Governor's Council on Economic Development presented *The Next Century: Strategies for Advancing Montana's Economy*. The report drew upon previous work of McKinsey and Co., David Birch, and other expert advisory groups. According to Stanley Nicholson, "The hallmark of the report was the diagnosis that Montana now has two economies, the traditional resource-based sector that is declining and the new small business sector that is advancing."<sup>76</sup> The report recommended five strategies as crucial to Montana's economic future:

- Investing in the workforce
- Encouraging and supporting entrepreneurship and business innovation
- Building and maintaining physical infrastructure
- Strengthening local government fiscal capacity
- Strengthening state fiscal capacity

Additionally, the report presented 14 specific tactics to nurture economic development at the state and local levels and called for a review of the tax system. The tactics are summarized below, by category.

### **Workforce Investments**

1. Maintain and Enhance the Educational Attainment and Skills of Tomorrow's Workforce.
  - Teachers, parents and administrators should focus on the outputs of education -- what they want students in their community to know and be able to do as a result of their schooling -- rather than on the inputs. Courses of actions to pursue include adopting and regularly upgrading school accreditation and graduation, giving schools more discretion over education and administration, publishing annual reports on the performance of public educational and private training institutions, providing performance bonuses to schools, and allowing parents to choose among public schools.
2. Strengthen the Earning Capacity of Poor People and Reduce Welfare Caseloads.
  - Compared to most other states, Montana takes relatively good care of its poor. But, it is less successful at removing the barriers that keep people dependent on welfare. Social service agencies need to assess welfare dependents' personal and economic strengths and weaknesses and encourage them to choose appropriate routes toward independence, providing financial assistance along the way. Excellence of social service

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<sup>76</sup> *Ibid.*

agencies must also be fostered through offering a wide range of competitive services under performance contracts.

### **Entrepreneurship/Business Innovation**

3. Increase the Visibility of Montana Entrepreneurs.
  - This will draw attention to the opportunities in Montana for new business development. By recognizing entrepreneurship, a climate is created that fosters new enterprises and helps existing businesses to grow.
4. Assure the Availability of Management and Marketing Assistance for New and Expanding Businesses.
  - New businesses often fail because they do not know how to succeed--they lack the business management or market development experience necessary to stay in business. Help is available through the Business Assistance Division of the Montana Department of Commerce, through the Small Business Development Centers, through the Center for Entrepreneurial Studies at the University of Montana and through vo-tech school programs.
5. Appoint a Temporary Financial Services Commission to Review the Regulations Governing Competition in Montana's Financial Industry -- Including Intrastate and Interstate Banking -- Remove the Barriers to the Industry's Growth, and Increase Access to Capital for Montana Businesses.
  - The Commission would develop a strategy designed to encourage modern, responsible banking innovation and provide Montanans the benefits of a competitive financial system. Currently, Montana banks invest a lower share of their assets in local businesses and individuals than do banks nationwide, and invest instead in low-risk, out-of-state income earning assets such as government bonds.
6. Harness the Resources of the Higher Education System to Promote Economic Development.
  - High priority should be given to raising teaching and research standards, developing research capacity, and strengthening linkages with business.
7. Reduce Regulatory Barriers to New Business Creation.
  - Re-evaluation of state regulations that once served valid purposes and which may now pose a barrier to competition and new business development will ensure that these regulations still serve legitimate public purposes.

### **Infrastructure**

8. Improve Capital Planning and Budgeting.

- The state needs to modernize its capital budget to ensure that the full costs of projects are displayed, and it should consider the use of enterprise budgets to encourage efficiency and flexibility in infrastructure service agencies.

9. Strengthen Montana's Infrastructure Financing Capacity.

- The most promising ways to strengthen financing capacity include user-fee backed revenue bonds, more effectively marketed debt, and more competitive underwriting.

10. Create a Water Rights Procedure That Facilitates the Transfer of Water Rights Among All Beneficial Users.

- Water is a valuable economic resource. The state needs to clearly define water rights in terms of consumptive use, help local authorities develop procedures to market water, and integrate public trust values (recreational, environmental, etc.) into water markets.

### **Local Governments' Fiscal Capacity**

11. Create a Statewide "Local Government Finance Corporation".

- The corporation would provide local governments with training on capital facilities planning and help cover the costs of that planning.

12. Employ User Fees Tempered with Low-Income Household "Circuit Breakers".

- A "circuit breaker" is a form of a property tax credit to households, which is useful to pay a portion of a public project's cost that exceeds a predetermined fraction of poor households' income. This is done to overcome the common objection to user fees for publicly provided infrastructure services--that they will be a hardship for low-income households.

### **State Fiscal Capacity**

13. Reduce Preferential State and Local Government Property Tax Abatements and Exemptions.

- Montana sometimes promotes economic development through special tax inducements. One person's tax reduction is either another person's tax increase or the loss of a public service. Good tax policy is not the same as low tax policy.

14. Develop a Long-Term Tax Strategy That Contains Overall Tax Rates and Makes the Tax System More Neutral and More Equitable.

- A comprehensive review of Montana's tax system is needed.

The May 1990 *New Directions* report commissioned by the Montana State AFL-CIO and prepared by the Corporation for Enterprise Development, a private consulting firm in North Carolina, presented another agenda for organizing Montana's human and natural resources to build a "first-rate state economy." The report recommended national leadership in programs for retraining older workers and for building foreign-language and cultural education into the



curricula of schools and universities. The authors also criticized the tax breaks enacted in the 1980s to spur business development as largely ineffective, and recommended that some of those be reversed to help pay for the under-funded regular government programs and for their program recommendations.<sup>77</sup>

### 3. NON-HOUSING OBJECTIVES

Community development objectives for the State have been developed by the Montana Department of Commerce. The State of Montana has set 11 non-housing related issues that must be addressed. These are:

1. Provide funding to communities whose needs are greater than those of other communities and whose projects most effectively address local needs and the goal and objectives of the Montana CDBG Program.
2. Encourage meaningful citizen participation, including efforts to involve low- and moderate-income persons, in the selection, design and implementation of local community development projects.
3. Ensure that CDBG projects result in sound investment in Montana's communities and are administered efficiently, effectively and consistently with appropriate state and federal policies.
4. Encourage the recognition of potential environmental constraints on community development activities in order to avoid or mitigate potentially adverse impacts upon the human and natural environment.
5. Encourage coordinated long-term strategies for community development activities which are consistent with local planning efforts and capital improvements programming.
6. In order to increase the potential impact of limited CDBG funds, encourage the commitment and coordination of other available public or private resources for community development projects.
7. Encourage viable economic development projects that promote investment of private capital, expansion of local tax bases, and creation of permanent, year round jobs principally for low- and moderate-income Montanans.
8. Encourage projects that will involve basic economic activities, including manufacturing, import substitution activities, or the distribution of Montana-made goods.
9. Encourage projects that involve the processing, refining, and marketing of Montana's natural resources.
10. Assist communities in providing appropriate and long-term solutions to serious deficiencies in public facilities which are detrimental to the public health and safety and detract from further community development, or which are necessary to meet other essential community needs.

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<sup>77</sup> *Ibid*

11. Encourage community participation in the financing of public facility projects in proportion to local financial resources and capacity to share in project costs.

## E. INSTITUTIONAL STRUCTURE

Most state-administered housing assistance programs are handled by the Department of Commerce (MDOC), primarily within the Board of Housing, the Community Development Bureau, and the Housing Assistance Bureau. As lead agency, the Housing Assistance Bureau will continue to develop the CPS, to manage and coordinate its many related housing programs, and to promote the interaction and coordination of agencies and entities involved in providing affordable housing.

An avenue the State wishes to explore in greater detail is coordination with the private sector. Many banks, savings and loans, and other financial organizations involved in housing are interested in taking advantage of federally assisted housing improvement programs in order to meet requirements of the federal Community Reinvestment Act (CRA). Two federally assisted programs are the Montana CDBG and HOME programs. Both Community Housing Development Organizations (CHDOs) and local governments can apply for HOME funds to assist in providing additional affordable housing. Local governments apply for CDBG funds to use for housing projects involving the rehabilitation of homes owned or rented by low- or moderate-income families and other activities to improve the neighborhood in which the housing rehabilitation is taking place. CDBG funds have played a key role in "leveraging," using CDBG dollars to attract private dollars by creating a pool of funds for rehabilitation loans at below market interest rates.

MDOC will continue communicating and coordinating activities with other agencies throughout the year. These actions can assist in identifying areas in which further communication and cooperation may be needed, and can help to identify gaps in the institutional provision of services. Actions have included application workshops for CDBG and HOME, information and data dissemination regarding the Community Reinvestment Act, advice to nonprofit entities on how to become certified as CHDOs, support for other entities in their application processes for funding of various programs, and joint work on evaluation of homeless subpopulations. Furthermore, MDOC intends to work closely with SRS in their newest efforts in the study of the unsheltered homeless.

MDOC recognizes that housing policy and housing program responsibilities are often fragmented across a variety of agencies and organizational entities throughout both the state and federal governments. To aid in resolving these complications, MDOC supports the established Steering Committee "team" comprised of government and citizen participants to aid in directing and solving housing problems facing the state. MDOC will support continuation of such an entity for the State's housing policy formation and development of broader-based constituencies for researching and analyzing housing problems.

Chapter No. 572, Laws of 1993 of the Montana State Legislature created a State Housing Task Force. In October 1993, Governor Racicot appointed 16 members of that task force, including one senator, one representative, and 14 others who represent financial institutions, nonprofit housing developers, low income groups, realtors, local governments, home builders, housing authorities, landlords, the physically disabled, and other groups interested in development of affordable housing. In addition, two nonvoting members representing Native Americans and fair housing advocates were appointed in April 1994.

The Task Force met between February 1994 and July 1994, when it formulated its recommendations to the governor and the legislature. They produced two recommendations: that the governor issue an executive order extending the life of the State Housing Task Force for another two years; and that the governor and the legislature designate the Montana Board of Housing (MBOH) as a quasi-governmental housing finance authority, in charge of current MBOH programs, the HOME Program, the Section 8 program, the CDBG Program (housing only), the Consolidated Planning Submission (formerly the CHAS), and a Housing Trust Fund. The State is currently evaluating the reorganization of all housing programs in a Division of Housing under the State Department of Commerce. In addition, the Task Force identified three areas in which to concentrate its efforts: administration of state and federal housing programs, regulatory barriers to development of affordable housing, and additional financial mechanisms for housing assistance.

The state has been able to collect some data pertaining to the size and needs of nonhomeless population with special needs. However, much of the information is general in nature. MDOC will be looking to the CPS Steering Committee and the State Housing Task Force for input in the development and specification of goals for serving this in-need population. Furthermore, MDOC supports the prospective participation of individuals representing the interests of the developmentally disabled, persons in correctional institutions, and other nonhomeless persons with special needs.

The Community Reinvestment Act (CRA) has stimulated the involvement of for-profit organizations in the provision of affordable housing. One example of CRA's work is the Community Home Ownership Program of Norwest Bank. Ten million dollars has been allocated by Norwest Banks in Montana and Wyoming to be used for home mortgage loans. The loans are available to people in Norwest Bank-designated market areas in Montana for purchasing single-family, owner-occupied residential units. The bank's program provides a low down payment, no discount points, low loan origination fees, and competitive interest rates on home mortgage loans. Loans are available only to families earning no more than 115 percent of the HUD-determined median income for the area, up to \$30,000. These benefits help make home ownership possible for some low- and moderate-income Montanans.



## F. COORDINATION EFFORTS

Many banks, savings and loans, and other financial organizations involved in housing are interested in taking advantage of federally assisted housing improvement programs in order to meet the requirements of the federal Community Reinvestment Act (CRA). Two such federal programs available in Montana are the CDBG and HOME programs. Community Housing Development Organizations (CHDOs) and local governments can apply for HOME funds to assist in providing additional affordable housing. Local governments apply for CDBG funds to use for housing projects involving the rehabilitation of homes owned or rented by low- or moderate-income families and other activities to improve the neighborhood in which the housing rehabilitation is taking place. CDBG funds have played a key role in "leveraging," using CDBG dollars to attract private dollars by creating a pool of funds for rehabilitation loans at below market interest rates.

MDOC also has been communicating and coordinating activities with other agencies throughout the entire year. This assists in the identification of areas for which further communication and cooperation may be needed, and helps to identify gaps in the institutional provision of services. Activities have included application workshops for CDBG and HOME funding, information and data dissemination regarding the Community Reinvestment Act, technical assistance workshops and publications, advice to nonprofit agencies and prospective nonprofit entities on how to become certified as CHDOs, support for other entities in their applications for funding,<sup>78</sup> and joint evaluation with SRS of the unsheltered homeless population.

## G. QUANTITATIVE MEASURES FOR FISCAL 1995

Because the size of Montana needs are so vastly different than available resources, the State will commit all allotted funds each year for the HOME and CDBG programs. Commitments will be in accordance with the application guidelines established for each of the program components. These are reviewed in detail in Volume II of the Consolidated Plan.

In accordance with the statutory guidelines, estimated number of housing units to be assisted with the HOME, ESG, and CDBG funds is presented below in CPS Tables A, B, and C.

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<sup>78</sup> For example, the Community Development Bureau assisted the City of Kalispell in forming an alliance with the Federal Home Loan Bank of Seattle. The bureau's role was to emphasize the strength that the program had throughout the state and MDOC.

**CPS TABLE A**  
**HOUSING PRIORITY NEEDS SUMMARY TABLE**  
**STATE OF MONTANA - FISCAL 1995**

PRIORITY HOUSING NEEDS (households)			Priority Need Level High, Medium, Low, No such need			ESTIMATED UNITS	ESTIMATED DOLLARS NEEDED TO ADDRESS	ANTICIPATED DOLLARS AVAILABLE TO ADDRESS	
			0-30%	31-50%	51-80%				
Renter	Small Related	Cost Burden > 30%	M	M	M	660	\$301,000,000		
		Cost Burden > 50%	M	M	M				
		Substandard	M	M	M				
		Overcrowded	M	M	M				
	Large Related	Cost Burden > 30%	M	M	M				
		Cost Burden > 50%	M	M	M				
		Substandard	M	M	M				
		Overcrowded	M	M	M				
	Elderly	Cost Burden > 30%	M	M	M				
		Cost Burden > 50%	M	M	M				
		Substandard	M	M	M				
		Overcrowded	M	M	M				
	All Other	Cost Burden > 30%	M	M	M				
		Cost Burden > 50%	M	M	M				
		Substandard	M	M	M				
		Overcrowded	M	M	M				
	Owner	Cost Burden > 30%	M	M	M			480	
		Cost Burden > 50%	M	M	M				
		Substandard	M	M	M				
		Overcrowded	M	M	M				
TOTAL PRIORITY HOUSING NEEDS			M	M	M	1,140	\$301,000,000	\$5,240,000	

**CPS TABLE B**  
**HOMELESS PRIORITY NEEDS SUMMARY TABLE**  
**STATE OF MONTANA - FISCAL 1995**

PRIORITY HOMELESS NEEDS	Priority Need Level High, Medium, Low, No such need			ESTIMATED DOLLARS NEEDED TO ADDRESS	ANTICIPATED DOLLARS AVAILABLE TO ADDRESS
Assessment/Outreach	Families	Individuals	Persons w/ Special Needs		
	M	M	M	420,000	
Emergency Shelter	Families	Individuals	Persons w/ Special Needs		
	M	M	M	420,000	
Transitional Housing	Families	Individuals	Persons w/ Special Needs		
	M	M	M	420,000	
Permanent Supportive Housing	Families	Individuals	Persons w/ Special Needs		
	M	M	M	420,000	
Permanent Housing	Families	Individuals	Persons w/ Special Needs		
	M	M	M	420,000	
<b>TOTAL PRIORITY HOMELESS NEEDS</b>	M	M	M	<b>\$2,099,000</b>	<b>\$380,000</b>

**CPS TABLE C**  
**NON-HOUSING COMMUNITY DEVELOPMENT PRIORITY NEEDS SUMMARY TABLE**  
**STATE OF MONTANA - FISCAL 1995**

PRIORITY COMMUNITY DEVELOPMENT NEEDS	Priority Need Level High, Medium, Low, No such need	ESTIMATED DOLLARS NEEDED TO ADDRESS	ANTICIPATED DOLLARS AVAILABLE TO ADDRESS
PUBLIC FACILITY NEEDS	M	\$209,000,000	
INFRASTRUCTURE IMPROVEMENT	H		
Solid Waste Disposal Improvements	H		
Waste Water Needs	H		
Water System Improvements	H		
Other Infrastructure	M		
PUBLIC SERVICE NEEDS	M		
PLANNING	M		
OTHER COMMUNITY DEVELOPMENT NEEDS	M		
Lead Based Paint/Hazards	M		
ECONOMIC DEVELOPMENT NEEDS	H	\$620,000,000	
<b>TOTAL PRIORITY NON-HOUSING COMMUNITY DEVELOPMENT NEEDS</b>	M	<b>\$729,000,000</b>	<b>\$6,600,000</b>





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550 copies of this public document were published at an estimated cost of \$6.50 per copy, for a total cost of \$3,575.00, which includes \$3,575.00 for printing and \$.00 for distribution.

*This document printed on recycled paper.*